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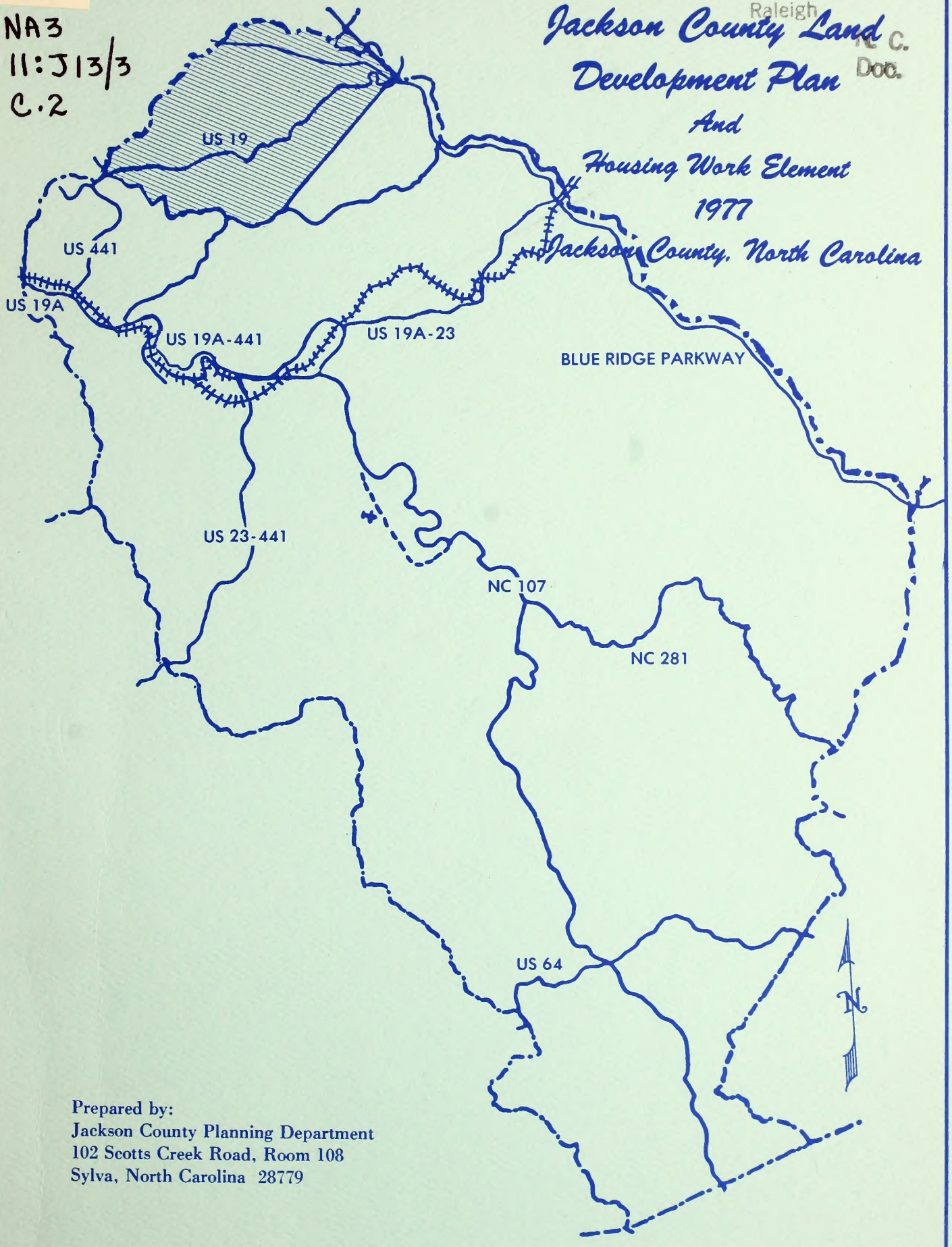
Jackson County Land Development Plan

And

Housing Work Element

1977

Jackson County, North Carolina



Prepared by:
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The existing housing stock, projected population change, family income distribution, and trends of the past housing market are related to the projected housing needs of various user groups.

The land use sections includes miscellaneous information on land use background and major issues facing Jackson County in development of a suitable land use plan. A growth policy, environmental assessment, population & economy review, and infrastructure are included. A present land use analysis and land development plan completes this report.

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JACKSON COUNTY LAND DEVELOPMENT PLAN

AND

HOUSING WORK ELEMENT

JUNE 1977

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Woody R. Hampton, Chairman
Jackson County Planning Board

PREPARED FOR: Jackson County, North Carolina

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JACKSON COUNTY LAND DEVELOPMENT PLAN
AND
HOUSING WORK ELEMENT

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ABSTRACT

Forecasts for future growth in Jackson County by previous plans and planners appears to be guess work. Second guessing for planning purposes is a poor sport and usually misleading. It is better for the planner to state, "At this writing there are insufficient data available to support a projected growth pattern of a high degree of accuracy for Jackson County."

It is agreed that the growth pattern of Jackson County is difficult to understand, or even intrepret with any high level of accuracy. The following is a tabulation from a previous study made in 1974, followed by a tabulation of actual growth taken from Census estimates for the same period:

PAST POPULATION AND FUTURE PROJECTIONS FOR JACKSON COUNTY

ACTUAL GROWTH

1910	1920	1930	1940	1950	1960	1970	1974	1976	1980	1990
12,998	13,396	17,519	19,366	19,261	17,780	21,593	24,500	25,000	29,000	36,010

GROWTH ESTIMATES

12,998	13,396	17,519	19,366	19,261	17,780	21,593	-	-	23,026	24,630

Present growth rate is at an annual rate of 2.4% or a total of 13.7% during the first 5 years of the 1970 decade. Growth forecasts are based on the premise that present trends will hold steady and indications point to a more rapid climb until 1990 than at present. However, computations were made on present forecasts.

Land planning is a must if the County intends to accommodate such rapid growth reaching 43,650 population by the turn of the century and 50,000 before 20,010.

New educational opportunities in the County, improved transportation, more industrial jobs, good planning, housing, and trouble in the cities

(crime in the streets) is returning former outmigrants to the County. People are living longer and the birth rate over deaths is very favorable. When the population doubles in 30 years, where will the people live? How will they make a living and how will they feed and entertain themselves.

From the land. Everything comes from the land. It takes the best planning to make the land produce the best for those depending upon it for food, recreation, housing, energy, water, health and sanitation and all the life support necessities.

This is what land planning is all about.

SECTION I

SOIL CLASSIFICATIONS
AND
GENERAL SOIL MAP

GENERAL SOIL MAP

JACKSON COUNTY, NORTH CAROLINA

Soils that occur together in a characteristic and repeating pattern make up a general soil area or association. An association consists of one or more major soils and at least one minor soil. The soils may be similar or they may differ greatly. Although closely associated geographically, the soils in a general soil area may differ in their suitability for agricultural and non farm use.

A general soil map was made showing the location and extent of the six soil associations in the county. Such a map provides the general soils data needed to plan the efficient use and orderly development of the county's natural land resources. The general soil map is useful to those who want a general idea of the soils, who want to compare different parts of the county, or who want to know the location of large areas suitable for a certain kind of farming or other broad land use. It does not show accurately the kinds of soil on a single farm or in a small tract, and is not suitable for the planning of such small units of land.

The six soil associations of Jackson County are described as follows:

GENERAL SOIL MAP LEGEND

JACKSON COUNTY, NORTH CAROLINA

1 CODORUS-COMUS-HATBORO ASSOCIATION: Well drained to poorly drained soils on nearly level floodplains.

2 PORTERS-EDNEYVILLE-TUSQUITEE ASSOCIATION: Well drained soils on steep and very steep mountains at elevations generally above 3,000 feet.

3 PORTERS-EDNEYVILLE-TUSQUITEE ASSOCIATION: Well drained soils on moderately steep slopes at elevations generally above 3,000 feet.

4 BRADDOCK-HAYESVILLE-TATE ASSOCIATION: Well drained soils on gently sloping to rolling foothills and toe slopes.

5 HAYESVILLE-CHESTER-TATE ASSOCIATION: Well drained soils on moderately steep foothills and toe slopes.

6 CHESTER-SALUDA-HAYESVILLE ASSOCIATION: Well drained soils on steep and very steep mountains at elevations generally below 3,000 feet.

1. CODORUS-COMUS-HATBORO ASSOCIATION

Well drained to poorly drained soils on nearly level floodplains.

This association occupies about 2 percent of the land area of the county. It is located mainly along the Tuckaseigee River and its larger tributaries. Very small areas of this association also occur along the Chattooga and Horsepasture Rivers. The association is characterized by narrow, nearly level stream floodplains which are subject to occasional or frequent flooding of short duration. These soils have been formed from alluvial deposits.

About 90 percent of the land in this association has been cleared for farming. These soils are capable of high production and intensive agricultural use when artificial drainage measures have been installed where needed. They are generally not suitable for residential or industrial development because of the flood hazard. Depth to the water table and flooding are the chief hazards limiting the use of the soils in this association.

The Codorus soils make up about 40 percent of this association. They are moderately well to somewhat poorly drained soils with the seasonally high water table at 1 to 2 feet below the surface. Codorus soils commonly occur along the wider first bottoms in slightly depressed positions adjacent to the surrounding uplands. Along the smaller first bottoms they frequently occupy the whole floodplain. These soils have dark grayish brown, loamy surfaces and grayish brown loamy subsoils. They are usually underlain by sand and gravel strata at depths of 3 to 5 feet.

The Comus soils make up about 35 percent of this association. They are well drained soils with the seasonally high water table generally 3 feet or more below the surface. They commonly occur along the wider first bottoms in slightly elevated positions adjacent to the stream. Comus soils have dark brown or brown loamy surfaces and yellowish brown, loamy subsoils. They are usually underlain by sand and gravel strata at depths of 3 to 5 feet.

The Hatboro soils make up about 10 percent of this association. They are poorly drained soils with the seasonally high water table at or near the surface. They commonly occur in depressions or pockets of the first bottoms. Hatboro soils have dark gray loamy surfaces and gray loamy subsoils. They are usually underlain by sand and gravel strata at depths of 2 to 4 feet.

Minor soils make up about 15 percent of this association. They include the very poorly drained Toxaway soils which have thick dark surfaces and gray subsoils, the well drained Rosman soils which have thick dark surfaces and yellowish brown subsoils, the somewhat poorly drained Warne soils which have gray clayey subsoils and are in low terrace positions, and the well drained Tate soils which occur in positions slightly above the floodplain.

2. PORTERS-EDNEYVILLE-TUSQUITEE ASSOCAITION

Well drained soils on steep and very steep mountains at elevations generally above 3,000 feet.

This association occupies about 55 percent of the county. It is located on the higher mountains which occupy most of the southern half of the county and on the upper reaches of the Tuckaseigee River watershed. The area is characterized by narrow ridge tops with steep and very steep side slopes and steep coves. Slopes are mostly in the range of 25 to 60 percent. Because of the cool moist climate where these soils occur they are seldom dry and are relatively high in organic matter.

Nearly all of the land in this association is in forest. Some of the more common trees growing on these soils are yellow poplar, oak, hemlock, birch, white and pitch pine with an understory of rhododendron. The soils in this association have a high to very high productivity potential for trees. When managed for timber production they have a moderate to severe problem because of equipment restrictions due to steep slopes and in places, surface stones. Steep slopes make these soils unsuitable for cultivation and moderately suited to pasture use on the milder slopes. Steep slopes, surface stones and depth to hard rock are also hazards in developing these soils for nonagricultural uses.

Porters soils make up about 40 percent of this association. They are moderately deep, well drained soils occurring generally on north and east facing slopes. They have very dark brown loamy surfaces, containing few to many stones, and dark yellowish brown clay loam subsoils. Porters soils have formed from the weathering of gneiss rocks and are underlain by hard rock at depths of 2 to 6 feet.

Edneyville soils make up about 25 percent of this association. They are well drained, moderately deep soils, occurring on south and west facing slopes and narrow ridges. Edneyville soils have dark grayish brown sandy loam surfaces, and yellowish brown sandy clay loam subsoils. They are formed from the weathering of granite and gneiss rocks and are underlain by hard rock at depths of 4 to 10 feet.

Tusquitee soils make up about 15 percent of this association. They are deep, well drained soils occurring in coves and on toe slopes. They have thick, very dark brown loam surfaces and dark yellowish brown, clay loam subsoils. Tusquitee soils have formed from soil material which accumulated from the adjoining slopes. They may contain a high percentage of stones and boulders although depth to bedrock is 6 to 20 feet or more.

Minor soils make up about 20 percent of this association. They include the droughty Ashe soils which occur on narrow ridges and rough side slopes with south and west aspects, the high micaceous Watauga soils, and areas of shallow stony soils on the roughest and steepest side slopes and a few small areas of rock outcrops.

3. PORTERS-EDNEYVILLE-TUSQUITEE ASSOCIATION

Well drained soils on moderately steep slopes at elevations generally above 3,000 feet.

This association occupies about 25 percent of the land area of the county. It is located on the smoother slopes of the higher mountains in the southern half of the county. This association is characterized by broad ridge tops with moderately steep sides and foot slopes. Slopes are mostly in the range of 10 to 25 percent. Because of the cool moist climate where these soils occur they are seldom dry and are relatively high in organic matter.

About half of the land in this association has been cleared for farming. Most of the cleared areas are being used for pasture or hay or are idle. Some of the more common trees on the forested areas are oak, yellow poplar, white pine, birch and hemlock, with an understory of rhododendron or laurel in places. There is a moderate to severe erosion hazard in using these soils for cultivated crops. Except where surface stones are present they are well suited to pasture use. They have a high to very high productivity potential for trees. When managed for timber production they have a slight to moderate problem because of equipment restrictions due to moderately steep slopes. Moderately steep slopes are the chief limitations in using these soils for most nonagricultural uses.

Porters soils make up about 40 percent of this association. They are moderately deep, well drained soils occurring generally on north and east facing slopes. They have very dark brown loamy surfaces, containing few to many stones, and dark yellowish brown clay loam subsoils. Porters soils have formed from the weathering of gneiss rocks and are underlain by hard rock at depths of 2 to 6 feet.

Edneyville soils make up about 35 percent of this association. They are moderately deep, well drained soils, occurring on south and west facing slopes and narrow ridges. Edneyville soils have dark grayish brown sandy loam surfaces, and yellowish brown sandy clay loam subsoils. They are formed from the weathering of light colored granite and gneiss rocks and are underlain by hard rock at depths of 4 to 10 feet.

Tusquitee soils make up about 10 percent of this association. They are deep, well drained soils occurring in coves and on toe slopes. They have very dark brown loam surfaces and dark yellowish brown clay loam subsoils. Tusquitee soils have formed from soil material which accumulated from the adjoining slopes. They may contain a high percentage of stones and boulders although depth to bedrock is 6 to 20 feet or more.

Minor soils make up about 15 percent of this association. They include the moderately deep but droughty Ashe soils, which commonly occur on narrow ridges and knobs, the deep Tate soils which occur on some of the lower toe slopes and at the head of drainageways, the high micaceous Watauga soils, and the somewhat poorly drained Codorus soils which occur in the very narrow floodplains adjacent to the small streams which dissect this association.

4. BRADDOCK-HAYESVILLE-TATE ASSOCIATION: Well drained soils on gently sloping to rolling stream terraces, foothills and toe slopes.

This association occupies about 2 percent of the land area of the county. It is located on the smoother sloping foothills and toe slopes which occur generally along the valley floor of the Tuckaseigee River and Scotts and Soco Creeks. This association is characterized by broad smooth benches, ridges and toe slopes. Slopes are generally in the range of 2 to 10 percent.

About 75 percent of the land in this association has been cleared. Most of the cleared areas are being used for pasture or hay. The remainder is either idle or being used for residential development with a small percent in row crops. On the forested areas some of the more common trees are oaks, shortleaf pines with a scattering of yellow poplars, white pines, Virginia pines and red maples. These are good agricultural soils. Slopes are a slight to moderate limitation in using them for row crops. They are well suited for pasture use.

The soils in this association have a high productivity potential for trees and only a slight equipment restriction due to slopes. They have a slight to moderate limitation for most nonagricultural uses. Slope is the major hazard in limiting the use of these soils.

Braddock soils make up about 40 percent of this association. They are very deep, well drained soils occurring on elevated stream terraces. Braddock soils have reddish brown loam surfaces and red clayey subsoils. They are formed from soil development in place of old alluvial deposits, and are underlain by bedrock at depths of more than 10 feet.

Hayesville soils make up about 30 percent of this association. They are deep weathered soils occurring in foothill positions. Hayesville soils have reddish brown loamy surfaces and red clayey subsoils. They are formed from the weathering of granite gneiss rocks and are underlain by bedrock at 4 to 10 feet or more.

Tate soils make up about 10 percent of this association. They occur in toe slope and stream terrace positions. Tate soils are deep, well drained, and have brown loamy surfaces and yellowish brown clay loam subsoils. They are formed from soil material which was deposited from the adjoining slopes and from old stream deposits. Depth to bedrock is 6 to 20 feet or more.

Minor soils make up about 20 percent of this association. They include the moderately well drained Delanco soils which occur on lower toe slopes, and the somewhat poorly drained Codorus soils which occur in narrow floodplains adjacent to the small streams which dissect this association.

5. HAYESVILLE-CHESTER-TATE ASSOCIATION

Well drained soils on moderately steep foothills and toe slopes.

This association occupies 4 percent of the land area of the county. It is located mainly along the Tuckaseigee River valley from Tuckaseigee to Whittier. These areas are characterized by foothills with smooth ridge tops and moderately steep side slopes and moderately steep toe slopes at the base of steep mountains at elevations below 3,000 feet. Slopes are mostly in the range of 10 to 25 percent.

About 40 percent of this soil has been cleared for farming with most of this being in pasture or hayland use. Some of the more common trees on the forested areas are oak, hickory, red maple, shortleaf and Virginia pine and a scattering of yellow poplar in places. There is a moderate to severe erosion hazard in using these soils for cultivated crops. They are well suited to pasture use. They have a high productivity potential for trees. When managed for timber production they have a slight to moderate problem because of equipment restrictions due to moderately steep slopes. Moderately steep slopes are the chief limitation in using these soils for most nonagricultural uses.

Hayesville soils make up about 40 percent of this association. They are deep well drained soils occurring on smooth foothills. Hayesville soils have reddish brown loam surfaces and red clayey subsoils. They are formed from the weathering of granite and gneiss rocks and are underlain by bedrock at depths of 4 to 10 feet or more.

Chester soils make up about 25 percent of this association. They are moderately deep, well drained soils occurring in foothill positions. Chester soils have dark brown loamy surfaces and yellowish red clay loam subsoils. They are formed from the weathering of granite and gneiss rocks and are underlain by bedrock at a depth of 4 to 10 feet.

Tate soils make up about 10 percent of this association. They occur in toe slope positions. Tate soils are deep, well drained and have brown loamy surfaces and yellowish brown clay loam subsoils. They are formed from soil material which was deposited from the adjoining steep slopes. Depth to bedrock is 6 to 20 feet or more.

Minor soils make up the remaining 25 percent of this association. They include the red micaceous Fannin soils, the dark yellowish brown Tusquitee soils and the yellowish red clayey Clifton soils.

6. CHESTER-SALUDA-HAYESVILLE ASSOCIATION

Well drained soils on steep and very steep mountains at elevations generally below 3,000 feet.

This association occupies about 12 percent of the land area of the county. It is located on the lower slopes of the mountains which form the sides of Scott, Soco and Savannah Creeks and the Tuckaseigee River valleys. This association is characterized by mountains with narrow ridge tops and steep and very steep side slopes. Slopes are generally in the range of 25 to 60 percent.

Most of the land in this association is in forest. A few small areas have been cleared and are being used for pastures. Some of the more common trees growing on these soils are oak, hickory, shortleaf and pitch pine. The understory includes laurel, rhododendron, sourwood and dogwood. Because of steep slopes, and in places surface stones, they are not suited to cultivated crops and are moderately suited to pastures on the milder slopes. The soils in this association have a high productivity potential for tree growth. When managed for timber production they have a moderate to severe problem because of equipment restrictions due to steep slopes, and in places surface stones. Steep slopes are the major hazard in using these soils for most nonagricultural uses.

The Chester soils make up about 35 percent of this association. These soils are moderately deep, well drained soils with dark brown loamy surfaces and yellowish red clay loam subsoils. They are formed from the weathering of gneiss and granite rocks and are underlain by hard rock at depths of 4 to 10 feet.

Saluda soils make up about 30 percent of this association. These soils are generally located on the more uneven side slopes and narrowest ridges. Saluda soils have dark brown loamy surfaces and thin yellowish red sandy clay loam subsoils. They are formed from the weathering of granite and gneiss rocks and are underlain by hard rock at depths of 2½ to 6 feet.

Hayesville soils make up about 15 percent of this association. These soils are located on the broader ridges and smoother side slopes in the association. Hayesville soils are deep, well drained soils with reddish brown loamy surfaces and red clayey subsoils. They are formed from the weathering of granite and gneiss rocks and are underlain by hard rock at depths of 4 to 10 feet or more.

Minor soils make up about 20 percent of this association. They include the deep, well drained, red Brevard soils which occur on toe slopes, the deep, well drained yellowish brown Tusquitee soils, which occur in cove positions and the moderately deep, well drained, yellowish brown Edneyville soils, which occur in places on some of the narrow ridges and steep side slopes.

N. C. Trial Form (11/7/67)
Raleigh, N. C.

Soil Interpretations
General Soil Map
Jackson County, North Carolina

PRELIMINARY -- SUBJECT TO CHANGE

September 1970

Soil Associations	Soil Series	Percent of Association	Slope Range	LIMITATIONS FOR: Septic Tank Filter Fields	Camp Sites	Picnic Areas	Intensive Play Areas	Light Industries 1/	Roads and Streets 2/	Suitability for: General Agriculture	Woods
1. Codorus-Comus-Hatboro (2% of County)	Codorus	40%	0-2%	Sev., Fl, Wt	Sev., Fl, Wt	Mod., Fl, Wt	Mod., Fl, Wt	Sev., Fl, Wt	Sev., Fl, Wt	Good	
	Comus	35%		Sev., Fl	Sev., Fl	Mod., Fl	Mod., Fl	Sev., Fl	Sev., Fl	Good	Good
	Hatboro	10%		Sev., Fl, Wt	Sev., Fl, Wt	Sev., Fl, Wt	Sev., Fl, Wt	Sev., Fl, Wt	Sev., Fl, Wt	Fair	
2. Porters-Edneyville-Tusquitee (55% of County)	Porters	40%	25-60%	Sev., Sl, R	Sev., Sl	Sev., Sl	Sev., Sl, R	Sev., Sl, R	Sev., Sl, R	Poor	Good
	Edneyville	25%		Sev., Sl			Sev., Sl	Sev., Sl	Sev., Sl		
	Tusquitee	15%									
3. Porters-Edneyville-Tusquitee (25% of County)	Porters	40%	10-25%	Mod.-Sev.,Sl,R	Sev., Sl	Mod., Sl	Sev., Sl, R	Sev., Sl, R	Mod., Sl	Fair	Good
	Edneyville	35%		Mod.-Sev., Sl			Sev., Sl	Sev., Sl			
	Tusquitee	10%		Mod.-Sev., Sl			Sev., Sl	Sev., Sl			
4. Braddock-Hayesville-Tate (2% of County)	Braddock	40%	2-10%	None to Slt.	Slt. to Mod., Sl	None to Slt.	Slt. to Mod., Sl	Slt. to Mod., Sl	None to Slt.	Good	Good
	Hayesville	30%									
	Tate	10%									
5. Hayesville-Chester-Tate	Hayesville	40%	10-25%	Mod. to Sev., Sl	Sev., Sl	Mod., Sl	Sev., Sl	Sev., Sl	Mod., Sl	Fair	Good
	Chester	25%									
	Tate	10%									
6. Chester-Saluda-Hayesville (12% of County)	Chester	35%	25-60%	Sev., Sl	Sev., Sl	Sev., Sl	Sev., Sl	Sev., Sl	Sev., Sl	Poor	Good
	Saluda	30%		Sev., Sl, R			Sev., Sl, R	Sev., Sl, R	Sev., Sl, R		Fair
	Hayesville	15%		Sev., Sl			Sev., Sl	Sev., Sl	Sev., Sl		Good
				Slopes >10% impose limitations; 10-15% - Mod.; 15%+ - Sev.	Slopes >6% impose limitations; 6-10% - Mod.; 10%+ - Sev.	Slopes >10% impose limitations; 10-25% - Mod.; 25%+ - Sev.	Slopes >6% impose limitations; 6-10% - Mod.; 10%+ - Sev.	Slopes >10% impose sev. limitations	Slopes >25% impose sev. limitations		

Abbreviations for Limiting Factors:

Fl - Flood hazard
Wt - Water Table
Traf - Trafficability
Sh-Sw - Shrink-swell potential
R - Rock
Perc - Percolation rate
Cor - Corrosion potential
TSC - Traffic supporting capacity
Prod - Productivity
AWC - Available water capacity
Sl - Slope

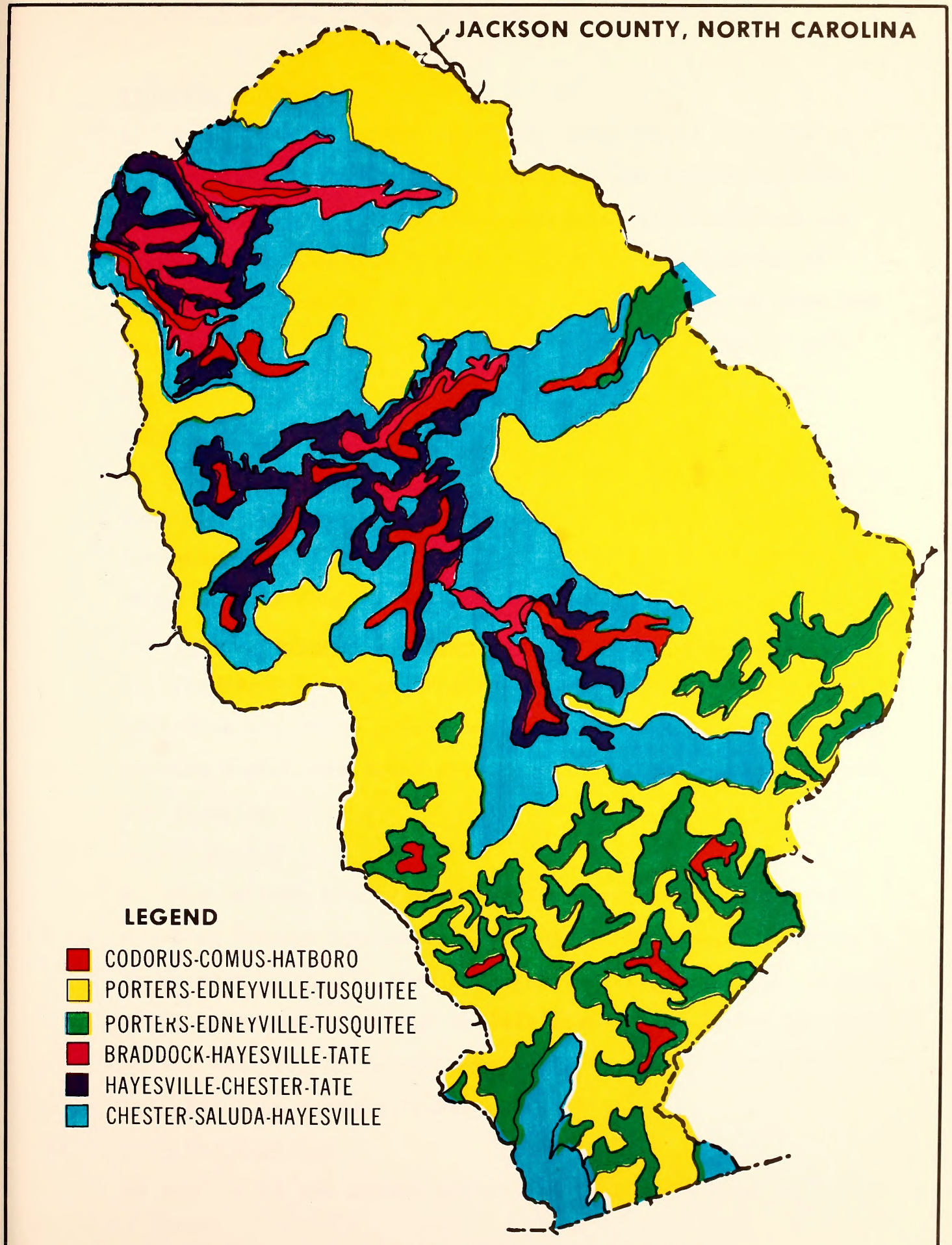
Abbreviations for degree of limitations:

Slt. - Slight
Mod. - Moderate
Sev. - Severe

1/ Structures whose footings are in subsoil.

2/ Refers to roads and streets that have subsoil for base.

U. S. DEPARTMENT OF AGRICULTURE, SOIL CONSERVATION SERVICE, RALEIGH, NORTH CAROLINA



GENERAL SOIL ASSOCIATIONS

SECTION II

LAND USE POLICIES AND FINDINGS FOR JACKSON COUNTY

LAND USE POLICIES AND FINDINGS FOR JACKSON COUNTY

I. Findings - Growth

A. Finding - The county and local governments continue to make sufficient impact upon population and economic growth that a County Growth Policy is essential to sound land use planning. Growth does not mean extending boundaries, it cannot mean creation of more land. It means making wise and prudent use of what we have to accomodate more people in a stronger economy through land utilization. Growth, then, refers to population and economic growth.

B. Finding - Documentation of need and location of community facilities remains largely a matter of choice of local decision makers, elected officials, planner and citizen input, in large measure impact where and when needed facilities are placed.for the greatest benefit and maximum growth potential.

C. Finding - State and Federal investments may strongly impact when and where larger investments are made which in turn greatly impact the local growth policies, and resulting land use planning.

Growth Policy

A. The Jackson County Planning Board recommends that the Board of County Commissioners develop a County Growth Policy; do we want to grow? When and where? The Board urges that the local governments attempt to influence local, State and Federal policy and program investments where they will have the greatest impact on Jackson County growth.

II. Land Use Planning

In support of the growth policy, it is the recommendation of

the planning group that the Board of Commissioners develop and adopt a land use policy and plan. In order to remain consistant with the State Land Use Policy, it is recommended that the County develop a policy consistant therewith.

A. Finding - There is a strong State and Federal impact on where and when growth takes place in the County.

B. Policy - The Planning Board urges the development of growth policies, and plans and also urges that local governments aggressively attempt to influence State and Federal policies, programs and objectives in areas within their borders.

C. Findings - Local governments have greatest impact on when and where local facilities, projects and programs may be implemented within their respective boundaries. These are generally the local water-sewer systems, recreation projects, neighborhood facilities, industrial sites and parks, schools and industrial facilities, all strong growth determinants.

D. Findings - State and Federal investments are impacted greatest on larger investments such as airports, interstate highways and larger transportation facilities, new communities, military installations, power generation impoundments and plants are impacted almost totally by Federal investments.

E. Policy - In accordance with the Land Policy Council of the State and the Land Policy Act of 1974, the Jackson County Planning Board should recommend that the County establish a land classification system and set up a locally controlled permit system.

F. Findings - In those situations where amendments are desirable to permit large scale developments by State and Federal governments such amendments to the land classification plans and permit system should be allowed, subject to review and approval by

the Jackson County Board of Commissioners and affected neighboring counties, especially such projects as State Parks, wilderness areas, conservation areas, buffer zones, etc., which remove private lands into public, non-taxable holdings.

G. Findings - Large scale developments will usually require a number of State permits included in the permit process; therefore, such developments will receive land use review on a multi-county basis.

H. Findings - The suggested land classifications are only five in number:

(1) Developed - existing urban areas, Sylva, Webster and WCU.

(2) Transition - lands suitable for urban development needed to accomodate growth of urban areas over the ensuing years, Dillsboro, Cope Creek, East Sylva, Dillardtown, Scotts Creek, etc.

(3) Community - clustered land in rural areas at crossroads, shopping centers and strip developments to meet the needs of rural people, Cullowhee, Cashiers, Whittier, Tuckaseigee, 107 Love's Fields.

(4) Rural - lands suitable and used for agriculture, forestry, for both Christmas trees and saw timber, mineral extraction (quarries, stone and gravel and sand).

(5) Conservation - historical, Webster, Judaculla, N. C. and U.S. forest lands, wildlife preserves, streams and lakes, fragile and hazardous lands, steep slopes, mountain peaks and ranges, lands suitable for recreation, scenic values and similar non-renewable resources. Onion Skin Falls, High Falls on the west fork of the Tuckaseigee River were lost forever when Thorpe Dam was built and the water diverted through an aquaduct to the power plant. Swamps and wetlands should be preserved as wild-

life habitat. Wetlands, all lands in public ownership, delineate and designate as such outside the planning jurisdiction. All large forested tracts should be preserved and designated for conservation, Indian Reservation is entered as such in County plan.

SECTION III

ISSUES AND ANSWERS IN JACKSON COUNTY LAND USE PLANNING

Land Classification (according to State Land Policy Council)

Developed - Land already developed or nearby land that may be needed for development. Such land may now be open space or partially developed which should be retained for future development rather than placed in another classification.

Types of Development - (in developed areas)

1. Residential, commercial, industrial, recreation, public and semi-public. (Note the possible overlap that has already ocurred in developed areas). Commercial has grown into residential areas which is a conflict in uses. Industrial, commercial and residential may also be intermingled to the extent that uses are incompatible but it is all in the developed classification.

ISSUE: How should efforts be made to segregate or prevent these types of overlapping in the same classification in the Jackson County land use plan. The developed classification accepts all mixtures and combinations of uses but it is an indication of poor planning, poor development and inconvenience for the people or its comprehensive development.

Actually, this type development is a carry over from the formative or developing years when there was no planning.

A new factory was located in an open space and a town grew up around it. Frequently, the company built the houses which were rented to the workers. The "store" was a company store or commissary. The water supply was a well with a single spigot from which water was carried in buckets. Privies out back were the toilet facilities for each house. This job-housing

arrangement was for convenience. There was no transportation to get to and from work except walking. There were no services, no hospital, no recreation, only a company doctor.

The people built churches and eventually a school. But the entire family worked. Fathers, mothers and children worked 10 hours per day, six days per week. There was no thought of recreation, idle time or days off. There were red clay streets because there were no vehicles to travel. People walked to work, to the store, to school, to church or wherever else there was to go.

This is the same basic idea for development in 1976. Convenience! Keep in mind the separation of residential areas from commercial and industrial areas but also keep in mind the people, jobs, services balance, separate but convenient to homes, to jobs, to services. If we could all be close enough to walk again we would be better off. Retain open space for recreation, plan well laid out streets for convenience and mobility to work, to shop, to schools, the recreation park, etc. In rural areas our basic problem is too few people on too much land, we are spread out too much! The urban problem is too many people on too little land.

CONCLUSION: Developed areas must have in one place all the old classifications for land uses. Residential, commercial and industrial, public, semi-public, recreation and open space for future development. How do we develop new communities without the built-in problems of our present urban centers? congestion, no parking, unattractive, poorly arranged and overcrowded.

2. Transition: Land in transition gives the modern planner much wider latitude in proper placement of the elements in transition toward future development. Where should industries be

placed? Commercial areas? Residential? How much to be reserved for recreation? Where? Facilities?

The transportation system should be in place, the service facilities including utilities should be in place.

A decision should have been made on which streets to extend and how far and for what purpose. Water lines and a sewer collection system should be installed. Town or city limits should be extended, how far?

Plant sites and industrial parks should be identified and made ready. Commercial areas should be identified and zoned for such uses only. In order to have more attractive and more compatible land uses the overlap of uses within the same classifications should be minimized. Best use identification should be made clear in all transitional areas before development takes place. This technique will make for more orderly development and best land utilization.

This is what land use planning is all about. Plan before development!

ISSUE: How do we encourage towns to extend utilities and services into transitional areas where development has not taken place? Where there will be little or no return for a long period of time? How is development to take place in a more orderly, better planned community than the old central city? How can transitional areas be developed into industrial parks, shopping centers and residential areas without distruction of the central city? How can growth take place in the transitional area and preserve the central city, too?

3. Community: These are growth clusters that have sprung up in natural spots for such development. At crossroads, major high-

way intersections, around factories to be near jobs, along new highways as strip developments and as shopping centers that have leap frogged over the transition area to form a community at a strategic location, as pointed out above.

ISSUE: Usually, such community developments are without water and sewer services. They are out of reach of service from the developed areas and outside the transition area. When growth is sufficient to bear the cost it may develop its own systems or receive services from the developed areas by the extension of lines through the transitional zone.

How do community clusters fit into a conventional land use planning effort? How can such unplanned growth become integrated into a developing comprehensive community plan in accordance with the Land Policy Council, and the county growth policy? How are the growth elements controlled in unplanned community crossroad clusters? Where are the housing, the commercial, the industrial, agricultural and open space planned for? How does the county growth policy control unplanned growth?

4. Rural: The rural classification is essentially all other lands. It shows neither development potential nor transitition possibilities but may at a future time develop a cluster or community.

Usually it is open space used for one or more of the following purposes:

a. Genuine agricultural uses
b. Forestry - public or private, semi-private
c. Open space and waste land

These are some of the factors that determine these uses. Flood plain and flat bottom lands suited for agriculture remotely located away from developed or transitional areas. Steep slopes above 20% grade, hazardous soils, fragile lands, steep mountains, scenic views and other non-renewable resources.

All genuine agricultural land now in its best use should be protected from all development. Food and forage lands in Jackson County are already in short supply.

What happens when pressures from other uses forces the land values upward into higher tax brackets and the land can no longer be farmed profitably?

Large tracts of mountainous, timbered land should be retained in forests. The low yield from such acreage vs. high taxes pushes the land toward either public ownership or development for other uses in order to get into another tax bracket. What tax adjustments should be made to the owner so that large tracts can be maintained in private forest lands? How does this problem conincide with the county growth policy? How can large tracts be protected in the land use plan in order to prevent development and subdivision into smaller tracts or to maintain the tax income for the County government? How can sensitive and fragile areas which are non-renewable resources such as mountain balds, scenic views, flowering shrubs and vegetation such as fields of purple rhodendron, mountain ashe, azelea or water falls, clifts and bodies of water unsuited to residential development that are gradually being encroached upon by summer residents, retirees and a few permanent residents new to the region who want a secluded spot away from the noise and annoyance of wherever they are from be protected?

5. Conservation: Historical sites, all public and semi-public lands, game preserves, parks, forests, streams and bodies of water, steep slopes above 45% grade, mountain peaks, balds, all land areas identified as critical, hazardous or fragile by soil scientists for the Soil Conservation Service or other qualified archaeologists to identify historical points for preservation.

Note overlap between conservation and rural classifications except in the natural sense, this should be possible as in the case of developed land. There will never be any development in conservation areas no residential, commercial, agricultural or other uses. There should be no conflicts or overlaps between developed community, transitional with conservation. Conservation will never be developed in transition but conservation is of necessity rural and may overlap rural classification.

ISSUE: What happens to the tax base when land transfers into the conservation classification from some other classification such as large private land holdings, streams, mountains, and lands of scenic value. How can large tracts be protected and preserved?

These are the issues that face us now! Land use planning is the most important activity to face this or any community since its founding. We must preserve what we have but at the same time make room for another 25,000 people before 2,010 to use it!

We will do it 5 years at a time! We will make mistakes but they can be corrected. Not to take action is a mistake which cannot be corrected.

SECTION IV

ANALYSIS OF EXISTING LAND USE AND REGULATIONS

1. Planning Efforts
2. Goals and Objectives

ANALYSIS OF EXISTING LAND USE PLANS, POLICIES AND REGULATIONS

At the present time, June 22, 1977, Jackson County has not officially adopted an implementable land use plan. Several studies have been made, covering various aspects of land uses which involved plans covering specific aspects of land development in the County.

During the year 1974, a Land Use Analysis and Land Development Plan was prepared by the County Planning Board for the County Board of Commissioners. Technical assistance was supplied by the State of North Carolina Department of Natural and Economic Resources, Division of Community Services, Western Regional Field Office, Asheville, N. C.

This study and plan was published but not adopted by the County Commissioners. Therefore, no implementation effort was made. Only implementation suggestions and/or recommendations were in the plan.

The building codes for North Carolina were adopted by the Jackson County Board of Commissioners early in the year 1974. There was no implementation machinery established to make the codes enforceable.

A full time planning board staff was employed in November 1975 and a planning board established to do planning for the county and the incorporated towns of Sylva, Dillsboro and Webster.

A subdivision plan and ordinance was prepared and recommended for adoption by the commissioners in 1976. This was done by the Board and an office of Permits and Construction Standards was established. The function of this office staff was to issue all permits for building, electrical and plumbing work and to conduct the necessary inspections for all code enforcements, subdivision regulations and ordinance pretaining thereto. These programs became functional in 1976 and 1977.

In 1969 a Comprehensive Area Wide Water and Sewer Planning report for Jackson County was prepared by the W. K. Dickson & Co., Inc. The plan has been in a continuous state of updating and implementation.

In December 1969, Gardner Gidley & Associates of Winston-Salem, NC

prepared a master plan for recreation and parks for Jackson County. Under the direction of a recreation department and a full time director, the plan has been in a continuous state of implementation and construction. This plan is an important element in the land use plan and growth patterns and development of Jackson County.

In June 1977, the Jackson County 201 Facilities Plan was published. It was prepared for the Commissioners by the W. K. Dickson & Co., Inc. of Charlotte, N. C.

The flood plane map delineation of flood prone areas is being prepared by the firm of Gannett, Fleming, Cordary and Carpenter of Harrisburg, PA under contract with the U.S. Department of Housing and Urban Development. A June delivery date has been promised.

The next major activity of plan implementation is the transportation network of major traffic arteries through the County. Appalachian Corridors A and K to Atlanta, Ga. and Chattanooga, Tennessee, respectively are now under construction. Completion is expected within the next 4 years or possibly the end of 1980, depending upon the availability of State and Federal funds. The County will be crisscrossed by major 4 laned traffic arteries. U.S. 19 will continue to serve the northern extreme of the County from Haywood County at Soco Gap through the Cherokee Indian Reservation and west to Bryson City and Swain County. Highway 19 eventually turns south to Atlanta at Ranger in Cherokee County. U.S. 441 enters the County from Macon County at Cowee Gap and intersects with Corridor K at Dillsboro. It is now being upgraded to 4-lane specifications as Corridor A from Dillsboro to Atlanta, northward it will continue to Swain County with Corridor K. A spur of 441 into Cherokee will be improved to a 4-lane corridor.

U.S. Highway 23 is on the same route with Corridor A and K from Balsam to Sylva and Dillsboro, thence, to Atlanta. Jackson County's

major arteries for transportation are major determinants of growth areas in the County and are important to land use planning.

U.S. Highway 64 will continue to serve the southern portion of the County through Cashiers Valley thence to Highlands in Macon County. The scenic Blue Ridge Parkway now skirts the Jackson-Haywood County line from the Transylvania County line along the crest of the Balsam Range to Soco Gap. An extension of the Parkway is proposed along the Transylvania County and Jackson County lines to the Georgia State line. This scenic highway is a stimulant to the growth of the tourist and vacation resort communities along its route. No new strip or community development takes place along the rights-of-way of this Federally owned Parkway.

Internal improvements of N. C. primary highway 107 from Sylva to South Carolina is now being improved from Sylva to a point above Western Carolina University at Cullowhee. It is a growth stimulant to the County and rapid growth is already showing in the from of strip developments and at other important intersections along its route.

An internal Jackson County thorofare plan is now needed to complete the transportation network in the County.

This will complete the need for transportation planning and implementation for land use planning in the County.

The Jackson County Airport will be completed during the 1978 fiscal year.

SHORT TERM GOALS:

This terminology is misleading since it implies that a short term goal is an end in itself. Nothing could be further from the truth as a cursury glance at the goals will indicate. A short term goal is one to be worked upon immediately with quick results. However, the effort may be a continuous one. The job is never complete but is renewable with each annual evaluation.

1. The creation of new jobs for the unemployed in the County. At present the County has a labor force of 11,120 (April 1977), of this number 10,550 are gainfully employed. The unemployed who are able, available, trainable and actively seeking work total 570 people. These are predominately male workers. The unemployment rate for the County in April 1977 was 5.1%. This number will increase appreciably as the high school, technical institute and university graduates hit the labor market in June. The number of underemployed persons is unknown at this time but opinions reflect that an equal number of workers are underemployed.

2. Completion of the recreation facilities of playgrounds and parks in the County. This is being expidited by the County government in order to place them in use this summer.

3. Endorse the proposed school bond issue and work for its passage in each township this fall.

4. Complete the County Land Use Plan work for its adoption and implementation. Take steps to insure the adoption of the necessary ordinance and permit system before September 1, 1977.

5. File the necessary applications for implementation of the proposed housing element this year.

PROVISIONS FOR PLANNING COORDINATION WITHIN THE COUNTY:

Planning coordination within the County by several obvious means is assured. First, the Planning Board is the Jackson County Planning Board and is charged with the functional and comprehensive planning for all areas within the boundaries of the County. The mayors of the incorporated towns are ex-officio members of the County Planning Board. Second, the total board membership has an appointee from each township in the County. Each appointee was nominated by the citizens of each township to the Board of County Commissioners for appointment to the

Board. Three, consultants to the Board are professional technical people from County and State agencies. These are from the County Agricultural Extension Agency, Soil Conservation Service, ASCS, N. C. and U.S. Forest Service personnel and the tributary development and other staff people of the TVA; also, Board of Education, Board of Health, Southwestern Technical Institute, Western Carolina University including the Economic Development Center.

Working agreements are being signed between the County and Towns for planning services from the County. Sylva and Dillsboro have agreed to enter such agreements this year. Webster's mayor did not feel that their small town was ready for such planning beyond what the County is already doing, but would enter such an agreement when the Board felt they were in need of such planning services.

JACKSON COUNTY LAND USE PLAN-DRAFT

The County Land Use Plan is being developed in accord with the recommendations of the North Carolina Land Use Policy Council.

Soil classifications have been studied and mapped and will be used as a basis for determining soil capability.

The basic concepts of the North Carolina Council is to base the land development plan on only five general classifications:

1. Developed - Urban centers, Town of Sylva, Town of Webster (historic), Western Carolina University campus.

2. Transitional - Land reserved for future growth of developed areas.

3. Community - Crossroads, commercial and strip developments to serve rural areas.

4. Rural - Rural farm and nonfarm for agricultural purposes and residential, recreational and other appropriate uses in a rural environment nonfarm.

5. Conservation - To protect water supplies, timber resources, hazardous lands, etc., farm land and open space from developers and other unfit uses.

OBJECTIVES AND PURPOSES:

1. The land use plan is based upon the concept that Jackson County will continue to grow. Growth cannot be stopped but only controlled to the extent that effective plan implementation is carried out.

2. The objective is to control the growth of the County for the greatest benefit to the County and its population.

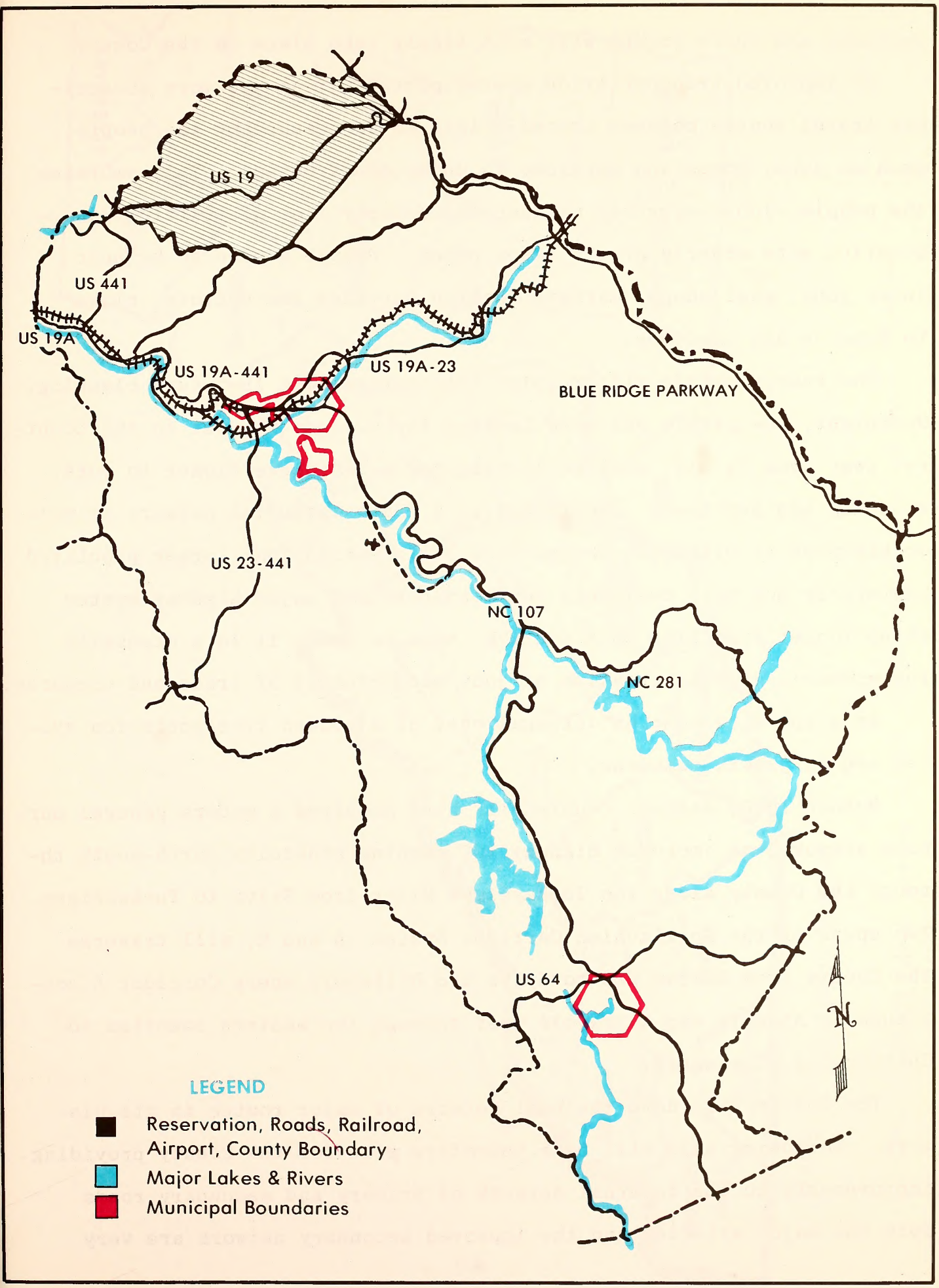
3. The plan must be realistic and implementable as well as amenable to the people to the extent that it is enforceable.

4. To insure that growth is guided and controlled.

5. The plan will insure a more orderly growth process and development pattern for Jackson County.

Land use plans will determine growth patterns in accord with the installation of the necessary infrastructure and population density.

The elements of the infrastructure are basic determinants of growth


US 19
US 441
US 19A
US 19A-441
US 19A-23
BLUE RIDGE PARKWAY
US 23-441
NC 107
NC 281
US 64
N
LEGEND
Reservation, Roads, Railroad, Airport, County Boundary
Major Lakes & Rivers
Municipal Boundaries

patterns and where growth will most likely take place in the County.

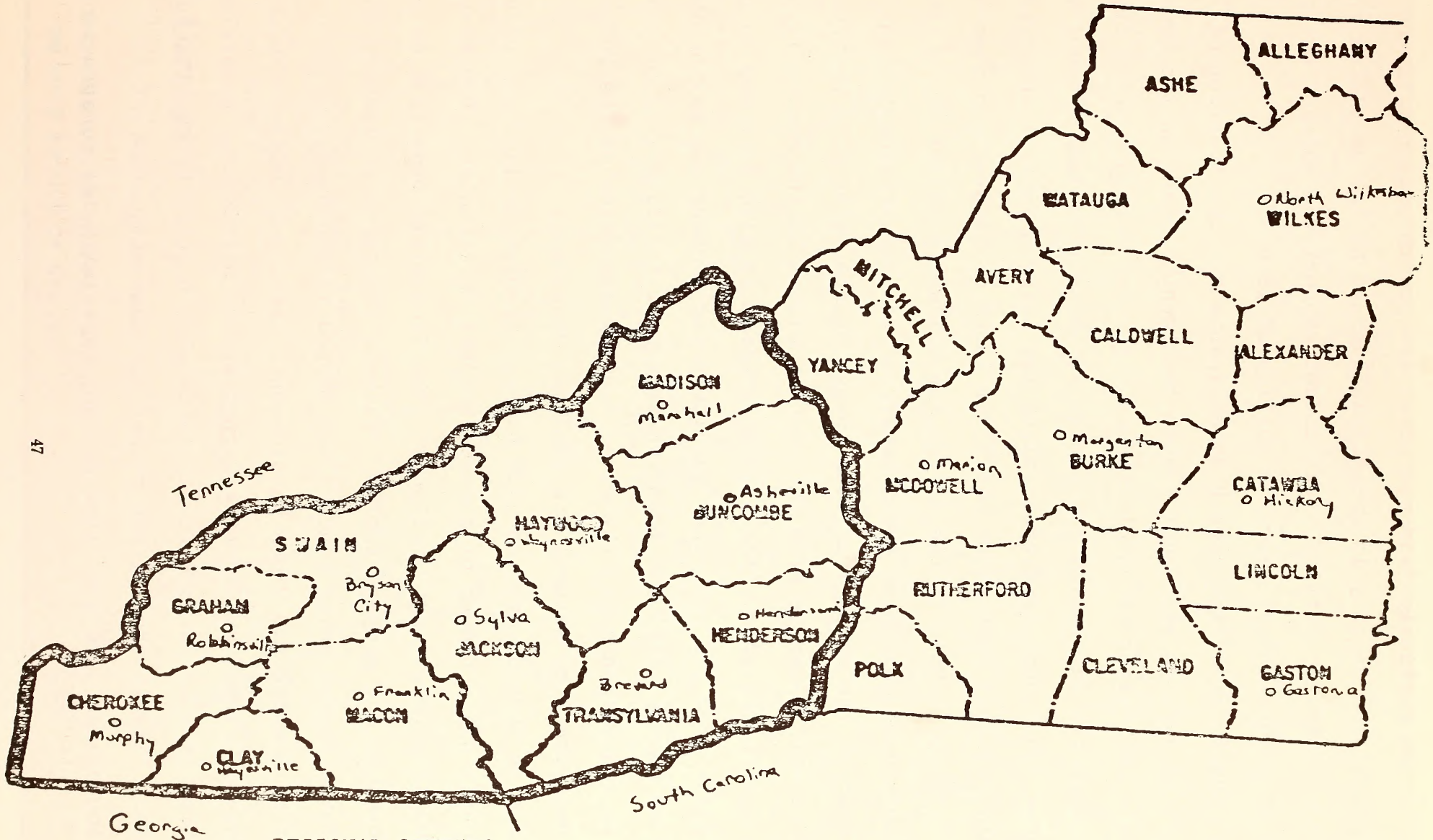
An improved transportation system providing new and more accessible travel routes between travel points to be reached by the people, such as jobs, homes and services is under construction. This embraces the people, jobs, services balance for orderly flow of traffic, consequently, more orderly growth takes place. People desire to be near their jobs, near shops, markets, health services and doctors, close to schools and churches.

The energy crisis will require this arrangement in future planning. Overnight, the people who were looking for a place far out in the country, away from it all, will be looking for a residence closer to work, shopping and services. Additionally, a modern arterial network of major highways to eliminate the problem of isolation from larger populated centers is not only desirable but mandatory. A major highway system is no longer something that would be nice to have, it is a necessity for economic growth, creation of jobs and movement of trade and commerce.

An airport is also an intregal part of a modern transportation system and to growth patterns.

Before 1980, Jackson County will have acquired a modern general purpose airport, an improved Highway 107 running generally north-south through the County along the Tuckaseigee River from Sylva to Tuckaseigee. Two spurs of the Appalachian Corridor System, A and K, will traverse the County from Balsam Gap to Sylva and Dillsboro where Corridor A continues to Atlanta and K travels west through the western counties to Chattanooga, Tennessee.

The County will have the best network of major routes in its history. Following this will be a thorofare plan for the County providing improvements to the internal network of primary and secondary roads. Both the major arteries and the improved secondary network are very



REGIONAL SETTING

The outlined Area denotes the 11 westernmost counties of North Carolina

essential to the realistic land use plans and growth patterns in the County. Population density is greatly influenced by the completed thorofare plan. Sparcely settled areas cannot support the infrastructure necessary to growth and an improved quality of life.

Other equally important growth determinants are the location of approved water systems and liquid waste treatment systems in the County. Now in the final stages of completion is a central corridor waste treatment line from the University and points in the surrounding community of Cullowhee from where it travels along the water course of the river to a treatment plant located on the river south of Webster and near the Town of Dillsboro. When in the future the Dillsboro and/or Sylva treatment plants become obsolete, the capacity of the new treatment plant will accommodate the waste from both towns. Force mains will be required to transport the waste from the present plants to the new facility less than a mile distance. The treatment plant is also designed to process the waste from the new paper manufacturing company now moving into the old Mead plant. Effluent from the treatment facility will meet all EPA Federal requirements and the water and air standards of the North Carolina Department of Natural and Economic Resources.

Floodplains must be treated with highest respect in land use plans. Jackson County has a number of streams subject to flooding. Regrettably, the floodplain maps are not available. The floodplain maps will be a major element in the mapping system. Jackson County is included with a group of counties now being studied and mapped in a contract between the Department of Housing and Urban Development, Greensboro office and the firm of Gannet, Flemming, Caudry & Carpenter, of Harrisburg, Pennsylvania. This mapping for Jackson County is usually handled by the TVA but the responsibility is that of HUD to get the contract.

The floodplains have very limited use, especially for construction



Located

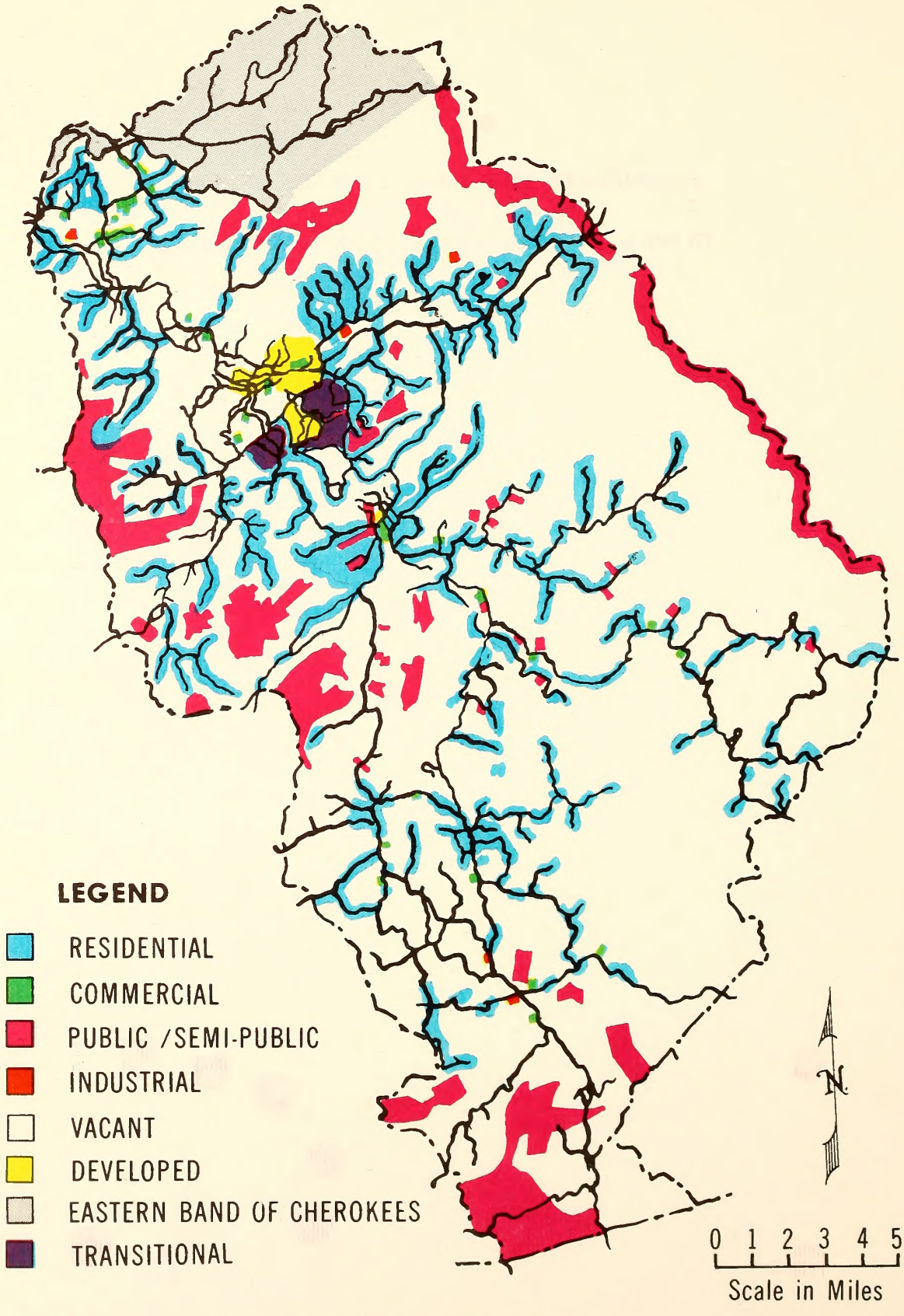
"In The Middle Of The Most"

MAP SHOWING MAJOR MARKETS WITHIN 500 MILE RADIUS OF SYLVA

FLOODPLAIN MAP GOES IN THIS SPACE

INSERT IN THIS SPACE WHEN AVAILABLE

JACKSON COUNTY, NORTH CAROLINA



EXISTING LAND USE

of any kind. Floodplains usually serve as grazing for cattle and livestock. A floodplain may be adapted to certain types of recreational uses.

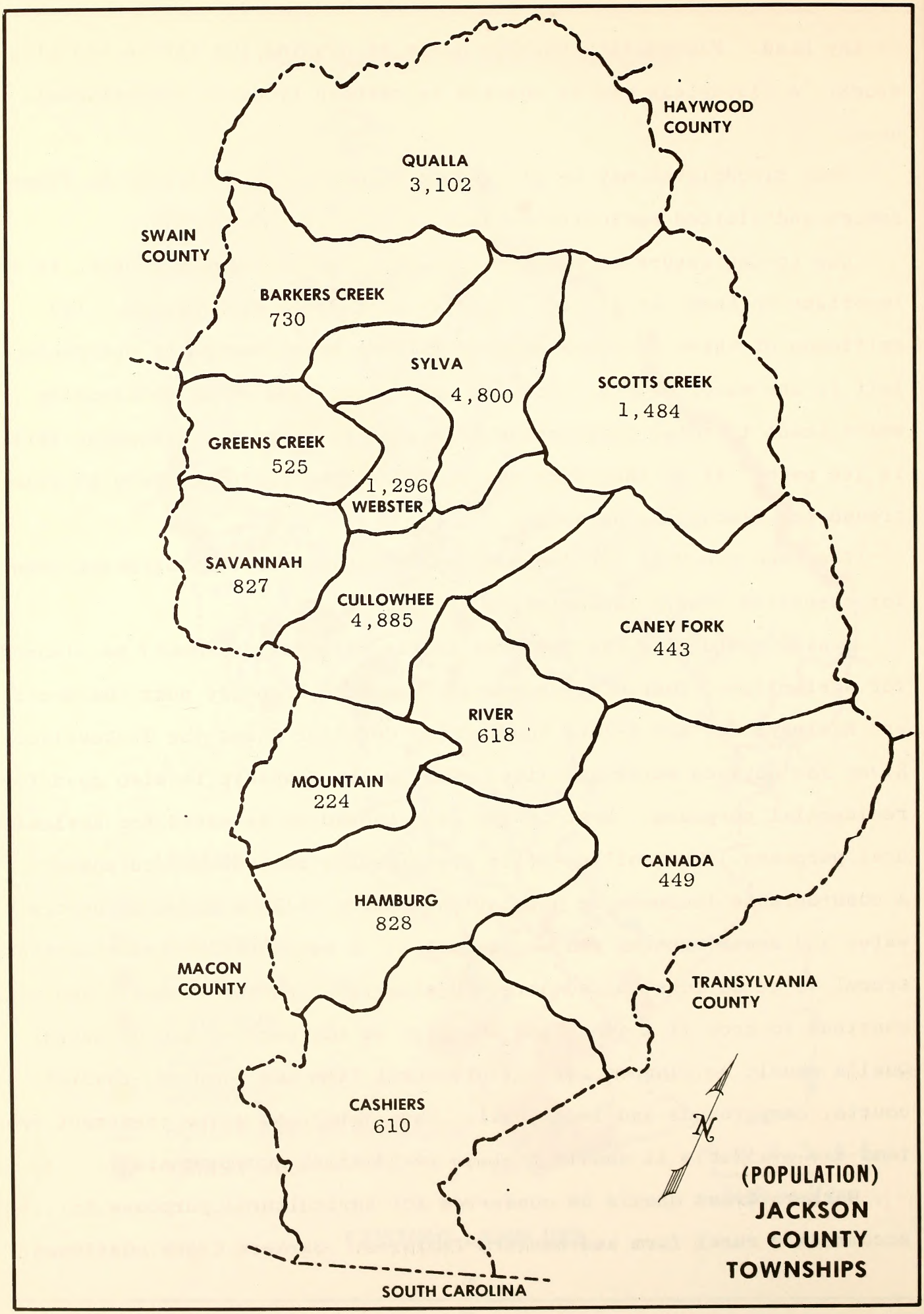
Some floodplains may be planted to forests as a deterrent to flood damage and limited agricultural uses.

Due to the nature of mountain flooding, as in Jackson County, it is important to keep out of both floodway and narrow floodplains. The swiftness of water currents usually inflict heavy damage to everything left in the water course. This is especially true of flash flooding which leads to total destruction of buildings, life and equipment left in its path. It is therefore the policy of the Planning Board to plan around the floodplain areas.

The Land Use Plan for Jackson County recommends the following uses for specified County townships.

Qualla, bordering the Cherokee Indian Reservation should be planned for agriculture, tourists, recreation and some industry near the Southern Railway, the new 4-lane Appalachian Corridor K and the Tuckaseigee River for surface water supplies. The Qualla Township is also good for residential purposes. Most of the land should be retained for agricultural purposes. The rolling hills are ripe for residential purposes. A considerable increase in population density will be required before water and sewer systems can be installed. A new consolidated elementary school is to be constructed here. Qualla is a growing township and will continue to grow if a good land use plan is implemented and enforced. Qualla should be planned agriculture rural farm and nonfarm, tourist courts, campgrounds and industrial. When water and waste treatment systems are available it should include residential developments.

Barkers Creek should be conserved for agricultural purposes to accommodate rural farm and nonfarm families. Barkers Creek continues


HAYWOOD COUNTY
QUALLA
3,102
SWAIN COUNTY
BARKERS CREEK
730
SYLVA
4,800
SCOTTS CREEK
1,484
GREENS CREEK
525
1,296
WEBSTER
SAVANNAH
827
CULLOWHEE
4,885
CANEY FORK
443
RIVER
618
MOUNTAIN
224
CANADA
449
HAMBURG
828
MACON COUNTY
TRANSYLVANIA COUNTY
CASHIERS
610
N
(POPULATION)
JACKSON COUNTY TOWNSHIPS
SOUTH CAROLINA

to show modest population growth. Several industrial sites are located along the Tuckaseigee River from Barkers Creek bridge to the Drexel plant near Whittier. This is also excellent agricultural land. The Mull-Shelton site is located near the Drexel plant.

Dillsboro is a growing township. The transitional area should be used for residential purposes and commercial growth, tourist oriented.

The Town of Dillsboro will receive a new approved water supply from the Town of Sylva this year. Located at the intersection of the two new Appalachian Corridors and with a new water system the Town of Dillsboro will grow. Housing projects and new commercial establishments will require the extension of city limits. A feasibility study for city limit extension will be completed next year. A new shopping center is planned in the vacinity and a new Travel Lodge Motel will be located across the river from the Town's present boundary line. Dillsboro will become a growth center in the County.

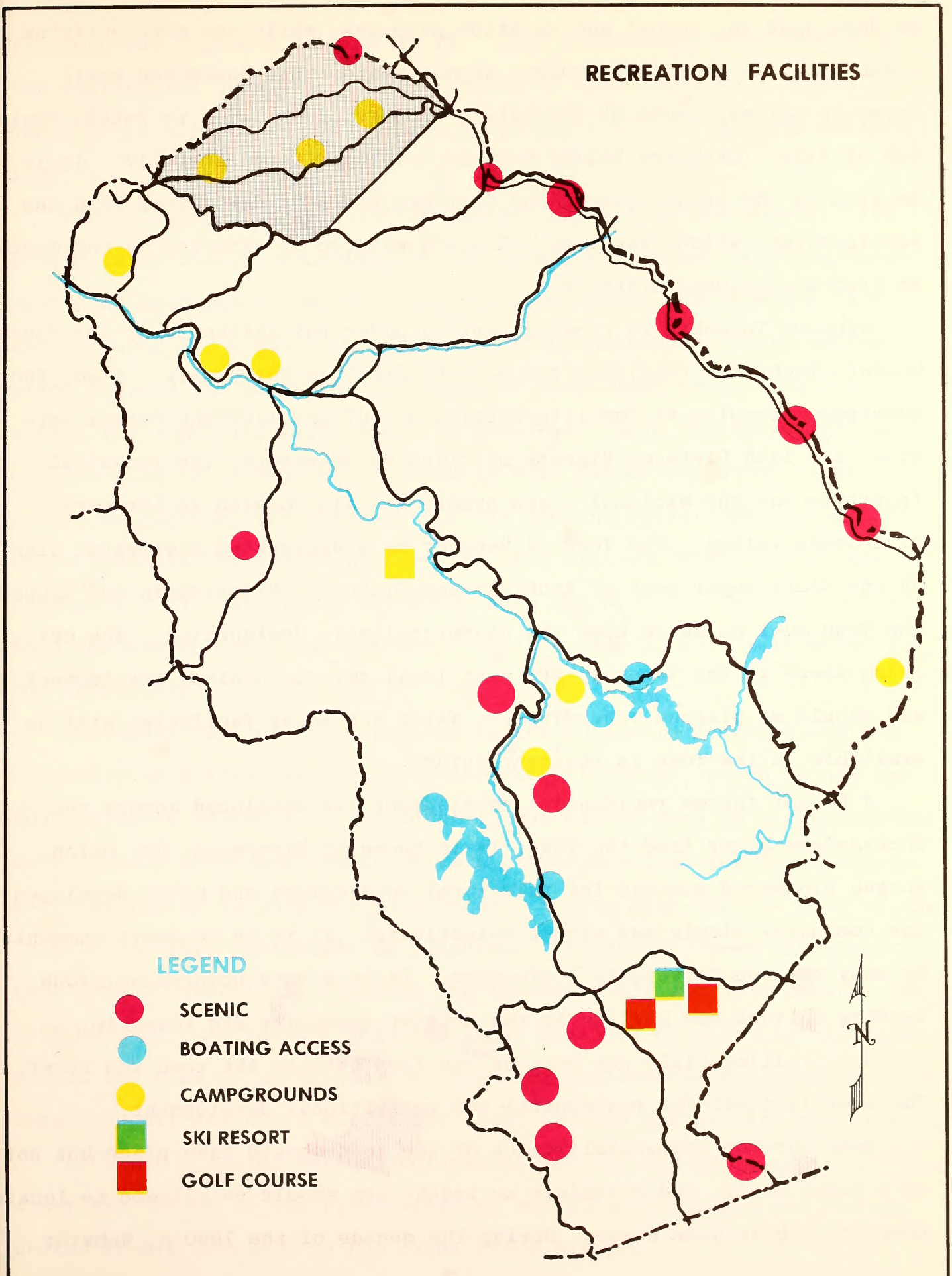
A city limit extension into the transitional area is planned by the Town of Sylva.

A town face lift project is planned for downtown Sylva. Shopping centers are planned on new access roads to the bypass corridor. Extension of town limits will provide space inside the town for new housing and commercial developments. Sylva will become a growth center and begin to grow again after two decades of stagnation.

Cashiers Valley in the extreme southern part of the County in the high altitude resort area is no longer an incorporated town due to inactivity as a town and due to the absence of the required infrastructure for growth support. Its economic base was too weak to function as a town government. After several years of inactivity, new leadership is attempting to establish a sanitary district to provide an approved water system and later a sewer system. A committee appeared before the Board

of County Commissioners at its regular meeting on May 2nd. The Board agreed to cooperate with the community in establishing such a district and would welcome an application for such a designation by legal steps required by North Carolina statutes. Cashiers has a healthly growth rate but should expect an acceleration in growth during the next decade. Much planning for land use and development is needed immediately. The County Subdivision Ordinance is already in force in Cashiers. New motels and resort inns will be necessary. More permanent type housing is needed as well as summer homes. All types of services are needed to serve the resort type growth and economy. It is 33 miles from Sylva, 30 miles from Walhallah, S. C., Interstate 85 and other points of importance to the residents of Cashiers. Therefore, the community is oriented more toward South Carolina jobs and services than toward Sylva and Jackson County. Highway 107 up Tuckaseigee Mountain is very hazardous.

Cashiers was only able to hold its own or at least break even in its population during the 1960-1970 decade despite the housing development efforts and some good healthly commercial growth. The 1970 decade already indicates considerable growth to be reflected in the 1980 Census. The branch bank of the Wachovia Bank and Trust Co. of Sylva is growing to a full service bank and a new industry located there is reflecting a healthly growth and strengthening the economy. The bank now remains open year round instead of only in the summer months as in the beginning when the economy was largely based upon tourism. When the sanitary district becomes operational and improvements made to Highway 107 and the Blue Ridge Parkway extension become realities and the long awaited improvements to Highway U.S. 64 are made, Cashiers Valley will become a summer tourist mecca and a thriving year-round town. It will become incorporated again. Land use development in the central community must


RECREATION FACILITIES
LEGEND
SCENIC
BOATING ACCESS
CAMPGROUNDS
SKI RESORT
GOLF COURSE
N

be developed for resort and vacation purposes, while the more outlying areas should accommodate lodges, summer residential homes and small farms to satisfy needs of the native population who wish to retain their way of life. Cashiers Valley must be developed very carefully. It is located in the headwaters of the Chatooga River, a designated wild and scenic river, which cannot be polluted, altered or effected in any manner from its natural state.

Webster Township is growing rapidly under the influence of the Southwestern Technical Institute and Western Carolina University. Also, the government complex at the intersection of 107 and 116, the Forest Service, the 14th Division Highway District Headquarters, the Technical Institute and the National Guard Armory are all located in the short Mill Creek Valley. The Town of Webster is a designated historical site by the State Department of Archives and History. Planning in and around the Town must be based upon the historical site designation. The outlying areas in the Township are near ideal for residential development and should be planned accordingly. Water and sewer facilities will be available to the Town in the near future.

A higher income residential development has developed across the Tuckaseigee River from the Town; it is known as Riverwood, Dr. Ralph Morgan pioneered the way for this rural development and he has developed the community slowly and almost selectively. It is an academic community of many retired University professors. It is a very homogenous group lending culture and quality to the Webster community and township.

Many rolling hills are west of the Town between the town and river. The area is ideal for residential and recreational development.

Some further commercialization of the town should take place but not on a large scale, and certainly no industries should be allowed to locate there or mobile home parks. During the decade of the 1960's, Webster

Township had a growth rate of 42.7%. Land development here should be for residential uses with a conservation of some small farm tracts owned by people who wish to retain their way of rural farm and nonfarm life.

The Cullowhee Township is the fastest growing in the County. Its growth is in direct proportion to the growth of Western Carolina Univeristy at Cullowhee, also an unincorporated town. The need for land use planning and housing is indicated by the haphazard growth taking place now and the heavy influx of mobile home parks around the University. The community lacks approved water and waste treatment systems off the University campus. The County will ultimately solve these needs either by purchase and expansion of the present University system or by installing its own treatment facility with distribution lines to the community. The University currently owns and operates its own system. When the County owns and operates a water system it will sell water to the University.

The chief goal of land planning in the Cullowhee Township and the community in particular is to protect the University, which is now the most valuable resource in the County. The second goal is to provide the most orderly developed community as a compatible location for a university setting as is possible to provide. Such a plan must be free of the "pie-in-the-sky" philosophy of planning. It must be "down to earth" (not a pun), practical, flexible and implementable and enforceable. It must be legal and based within the legal confines of existing statutes. Should the plan be anything else it is not implementable and has neither legal support for court action nor legal defense against its opposition.

Land use planning between Cullowhee, Webster and Sylva should consider the nature of the transportation routes to Cullowhee and the expected growth corridor in the tight river valley.

Strip and cluster development will continue along the new 4-lane section of Highway 107 from Sylva's town limit to its present terminus at Locust Creek. At this point the route will be relocated across the river to Cullowhee and will bypass the village and University on the west side. Some kind of access control will be placed on this section, therefore, very limited development will take place along the right-of-way. The abandoned section of 107 from Locust Creek to Cullowhee will become a quiet highway with less traffic; therefore, good for residential development where land is available. The sewer line is across the river along this route but can be reached to serve any 107 development. No further strip or cluster development will be necessary beyond the river crossing or along the old 107 section. The village of Cullowhee is nearby and the strip along 107 into Sylva will serve this short section. Services are available in the Town of Sylva and in the proposed shopping center.

Side roads at Locust Creek, Cane Creek and other secondary roads provide access to thousands of home sites on beautiful rolling acres away from the 107 right-of-way. It is anticipated that the proposed water line from Cullowhee to Sylva will follow the old 107 right-of-way. This area should be planned residential and rigidly enforced. The subdivision regulations should also be enforced and closely supervised. This corridor is the heart of the County and should be developed in keeping with the needs of a university community and the County.

The more mountainous townships are distress areas in need of much planning, encouragement and support. They are losing population at a high rate due largely to internal county migration. River Township embraces the river bottoms from the Thorpe power generating plant back down river to East LaPorte. This will be the end of the immediate planned improvement project for Highway 107. Some industrial sites

are in this vacinity and should be identified in the land use plan for preservation for this use. The remainder of the prime river valley property should be conserved for agriculture. The foot hills serve well for residential development. Jobs created here will be convenient to Caney Fork -14.9% population loss in the 1960's, River Township -5.8% and Canada with a whopping -25.2% (over one fourth of the residents) population loss. Jobs would be accessible to some workers in the Mountain and Hamburg Townships with a -14.8% and -4.5% losses respectively. A community development has formed at Tuckaseigee and should be so designated in the land use plan. It serves the surrounding rural agricultural and timbering townships named above. More commercial growth should be encouraged here. East LaPorte is an abandoned lumber mill town and remains a community serving the rural hinterlands. A small industry here would rejuvenate the community and enable it to offer better services to the rural areas.

The Savannah community must be conserved for agricultural, residential and industrial purposes. Quality housing is already being constructed here. Greens Creek is a generally poor township which needs an infusion of jobs into the community. The new corridor A highway runs along its borders but its effect on the community is undetermined. Its population loss was only -2.4% during the 1960's.

An industrial plant in the adjacent Savannah community would spillover into Greens Creek providing the needed jobs. The land should be placed in the rural classification and used for agricultural purposes with rural farm and nonfarm residential sites.

All the high, steep mountains containing hazardous lands and all heavily timbered areas should be classified conservation and no encroachment should be allowed. Appropriate open space in developed, transitional, and rural areas should be conserved for future recreational uses.

Scotts Creek Township (plan me carefully). This is one of the most crucial townships in the County - the major traffic corridor to the east runs through the Scotts Creek Township from Sylva to Balsam and the Haywood County line. This corridor had only a very modest increase in population of 3.0% during the 1960's. The creek is very hostile and flood prone. The soil is hazardous and slides when distrubed with construction of new highways. Some good plant sites are identified on the lower levels where they have good supplies of surface process water. A 4-lane highway and railway line, domestic water supplies are nearby. Most of the valley land should be planned for agricultural and residential farm and nonfarm. The industrial sites are in the transitional zone of Sylva. The upper reaches and peaks must be identified conservation to preserve the land (soil), timber and water resources and scenic beauty. The most scenic road in the world, the Blue Ridge Parkway, is located on the crest of the Balsam Range and Corridors A and K and U.S. Highways 19A and 23 to Sylva interchange with the the Parkway at Balsam Gap, elevation 3,316 feet above sea level.

Mountain Township. Mountain Township is just that, mountainous. It is good for water and timber resources. It is related to the Cullowhee Township along its lower foot hills and with the Hamburg Township in the upper reaches of the higher mountains. It should be planned conservation. Although some small mountain top plateaus are suitable for agriculture truck farms producing high quality Irish potatoes, cabbage, string beans and other fine vegetables for table and market uses. Some of the best grassland in the County is found on these mountain tops and some of the highest quality hay is harvested when the season is good. High rainfall makes the harvesting very difficult. Good pasture land for grazing beef cattle is also found here but only a few head of cattle can be ranged here because enough grain, silage and hay cannot be pro-

duced to winter the cattle from Thanksgiving to April. Winter grazing is out of the question.

The Mountain and Hamburg Townships are much alike. Planning is a case of "too little too late" because much of the land has already been sold to outsiders who are building summer homes very much out of place in the environment.

Efforts should be made to salvage through the planning process and enforcement procedures, use of the subdivision ordinance and other techniques such as taxing property, use of State and Federal regulatory legislation to reverse this trend and try to recoup the losses already taken. Use of Health Department regulations, Federal Erosion Control and Sedimentation Control Act and other measures may accomplish these goals.

County ad valorem tax rates should be used to prevent changing from one land use classification to another.

It is anticipated that the direct relationship between land and its uses, and the ad valorem tax base is sufficiently strong to warrant the tax policy to provide leverage for enforcement of land use policies and plans. Land classification based upon highest and best use is paralell to the highest and best use classification for tax purposes. Land improvements based upon social and governmental concerns acrue to the land and its owner. Water and sewer systems installed for social reasons at government expense may improve land sufficiently to change its highest and best use classification from open space or conservation to residential or even industrial uses. In such cases the government responsible for the installation of such facilities is entitled to share in the improvements to the land as well as to any structure or appurtenances to the land which warrants a new tax evaluation and assessment at a higher value agreed to by a willing seller and able buyer provided both have knowledge and understanding of the tax assessment, evaluation and class-

ification systems.

It is recommended that the local government vigerously persue, through its tax office, the practice of identifying all such improvements warranting a land use classification change and subsequent tax rate change. This policy seems to be in compliance with the letter and spirit of the Machinery Act of North Carolina, Article 13, Chapter 105-283 and 105-284, 1975 Sessions Laws revised.

SECTION V

JACKSON COUNTY GROWTH AND LAND DEVELOPMENT PLAN

THE JACKSON COUNTY DEVELOPMENT PLAN

General Goals:

Seven goals identify the basic approach necessary to encourage active growth and development within the County. These are:

The provision of a pleasant, compatible living environment for the present and the future residents of the County.

The strengthening of the human resource base through effective planning and implementation of programs and projects designed to meet specific needs.

The establishment of a balanced county offering sufficient employment facilities and opportunities to all residents.

The provision of a wide range of residential, commercial, industrial, social and cultural development to match the varied needs of different growing and changing socio-economic groups.

The respective, conservation and preservation of the natural environment including scenic, air,land, forest and water resources.

The provision for orderly development in line with good land use practices and the making available, where needed or otherwise deemed appropriate, of public and private facilities and amenities.

The provision of needed services to local governments and agencies through a well designed technical assistance program.

The Land Classification System:

Earlier efforts at land use planning in Jackson County have been weak and have been obsoleted by the new approach to land use classification developed by the North Carolina Land Use Policy Council established by the Act in 1974. Previous planning in Jackson County was based upon the more conventional land use classifications and resulted in a narrower approach to land use development. These were, among others, residentia

development, commercial and industrial, public/semi-public, agricultrual and forests. This approach, subject to the pressures for new concepts in land uses or broader uses for old concepts created more problems for local governments than solutions could be found. Housing projects without approved water and sewer systems, demands for county wide recreation facilities and programs, shopping centers and strip developments out of reach of town water-sewer facilities created problems for towns and county-governments. Expensive problems!

Previous land use planning has not been implementable for these and other reasons.

Jackson County officials have not been overly anxious to jump into nondescript plan implementation and has no immediate plans to lead the State or nation in rural land zoning. The North Carolina Land Use Policy Council has not addressed this practice as a state policy nor is there statuary authority for such drastic enforcement measures in the North Carolina Statutes.

The Jackson County Planning Board has elected to use the recommended classifications of the North Carolina Policy Council as follows: developed, transitional, community, rural and conservation. Actual identified best uses of the individual parcels of land shall be made in accordance with the conventional land use patterns discussed above. There may be room for residential, commercial and industrial and forest land inside a development area. If not, there is certainly room for such conventional land uses within the transitional areas which provide room for growth of the developed area. These may be housing projects or residential areas, shopping centers and other commercial and industrial developments. These should all be within areas in the transitional area. Also, the necessary transportation routes will have been laid out to accommodate the anticipated developments. Shopping center sites and industrial sites

or parks shall be identified and preliminary acquisition steps taken to acquire and hold these sites for future use. Subdivision regulations will control all housing and residential areas.

As of this date there is no legal requirement for a land classification system or plan in North Carolina. The use of the North Carolina Land Policy Council's five step land classification system and/or in combination with the conventional use classification seems to provide the best of the classification patterns now available to Jackson and other counties in the State. The requirements of the funding agency may exceed present federal and state legal requirements, if this is the case, present planning must be restricted to the existing established policies in order to develop plans that are enforceable outside the courts, however, such cases would have no legal status in the courts.

It is the intent and purpose of the Jackson County Planners and Land Use Plan to provide an implementable plan acceptable to the land owners and citizens of the County that will "insure the wise and balanced use of the County's resources." First, it has tried to maintain a balance between the economic needs of the County for growth and development on the one hand, and for a reasonable conservation of the natural environment on the other. Secondly, the Planning Board has continued to place the major governmental responsibility on how the land is used on the County and municipal governments. The Planning Board has no authority beyond that of planning and recommendations.

Recommended Classifications:

The Town of Sylva shall be classified developed. Located as it is in the narrow Scotts Creek gorge, there is insufficient land for further commercial, industrial, residential or conservation lands within the town limits. There are recreation areas remaining incomplete, however, the land is already identified recreation and will not be used

for other purposes. The Roscoe Poteet Recreation Park has some small undeveloped areas. This is a city park and the responsibility of the municipal government. The abandoned school property at the Jackson County Elementary School, also within the town borders, is being maintained for ballfields of all types. This is a joint Town-County effort. Tennis courts are being added jointly by the Town and County governments. None of this land is up for grabs for other development. The abandoned school is to be renovated by the County for a multi-purpose facility to meet indoor recreation needs. The immediate hinterlands to Main Street but remaining inside the town limits are scattered sites for residential development. The residential community of Dillardtown now served with city water has a number of acres for future development.

The transitional area for the Town of Sylva is restricted on three sides. On the northeast by the foothills of the Plott Balsam Mountain range above the highway by-pass, on the north by the town limits of Dillsboro which could be solved by a merger of the two towns. To the west it is blocked by Kings Mountain and on the southwest by Webster Township's lines.

To the south the transition area extends out highway 107 to Fairview Road on the eastside of the southbound highway. This will eventually bring the Sylva Webster High School and Fairview Elementary School into the eventual jurisdiction of the Town of Sylva and the fire protection of the Town. The area is classified transitional but the land is best suited for commercial, residential and light agriculture. The land is particularly well drained and partly forested with pines and hardwoods. Most of it is hilly and excellent for residential uses. There are no industrial sites in the area.

To the east, the transitional area extends to the community of Addie about 3 miles from downtown. The land area is suited to residential uses

and some industrial sites, ranging from six to sixty acres in size. It has an abundant surface stream for industrial water uses in Scotts Creek and is traversed by the Murphy branch of the Southern Railway. The U.S. Highways 19 A and 23 and two Appalachian Corridors are designated on the 4 lane highway now under construction to Balsam Gap and the Haywood County line from which it is completed to Interstate 40 at Clyde. This Interstate runs east to Asheville and across the State. I-40 west travels to Knoxville, Tennessee and I-75, U.S. 411 and other major north-south routes.

The land above the Addie community is hazardous. The soil is micaceou and very unstable, Once disturbed it continues to slide and cannot be controlled. Trees and structures slide with the soil. All of this side of the Plott and Richland Balsam ranges should be classified conservation due to its unstable condition.

To the west a gap along Savannah Creek to the Macon County line is also hazardous and fragile land. The foothills should be in the Sylva-Dillsboro transitional area for limited residential uses, nothing else. From Pumpkin Town road to the Cowee Gap should be placed in conservation, not to be disturbed by further excavation or construction. The Cowee Mountain westward into Macon County is subject to sliding but not to the extent found on Balsam Mountain. Timber should be well managed with supervised harvesting only. No commercial or residential construction should be allowed. All is classified conservation.

All agricultural activity should be restricted to the valley floors and very limited at that. No fish ponds should be allowed.

The Town of Webster is a designated historic site. It will be classified historical conservation. Its hinterlands are ideal for residential development. It is surrounded by rolling hills with good views of the Cowee Mountains, Blue Ridge Divide, and some of the Balsams. Some good

scenery is in the Unakas and closer up, small broken ridges and peaks across the valley, such as Cullowhee Mountain, Panther Knob and Little Panther Knob, Kings Mountain and others. The Tuckaseigee River wends its way around the township and the foothills of the mountains. Most of this acreage is west of the town and is an excellent residential area ripe for development. The town will be classed and planned historical, developed. It contains some open space but must be carefully developed with rigid contols to preserve its tradition in architecture, style and culture.

The Webster hinterland covers the transitional area. The township meets Sylva near the top of Kings Mountain to the northeast, Dillsboro to the north and Savannah to the west. It will follow River Road or the Tuckaseigee River along its southern border to Highway 107 near the Ashe Bridge and the Rolling Green residential community. Thence northward along Highway 107 back to N.C. 116 and to the town limits. All this area is classified transitional residential. It embraces the Southwestern Technical Institute (educational), the 14th Division Highway Headquarters, N. C. Forest Service, school bus maintenance garage, the old folks home housing 28 to 30 patients and the National Guard Armory.

The Southwestern Technical Institute campus is classified developed educational.

The short Mill Creek valley along N.C. 116 is governmental, developed. The north side of 116 is rolling, well drained land residential. The ridges back (south) of the Southwestern Technical Institute campus is forested land for residential uses. When the 107 water main is installed from 116 to Sylva this wooded area will provide the best for residential development. Broad views of the Unaka and Cowee Mountains will provide splendid scenic value to this area as a residential

community. An excellent view of the Tuckaseigee River will be afforded many building sites along this ridge, particularly the lower home sites. Therefore, this triangle of wooded and open space must be classified transitional (residential). These are excellent home sites for Southwestern Technical Institute and Western Carolina University staff and faculty. Approved water from the County system will be available to the entire triangle from Highway 107 to the Webster bridge.

The third and final developed classification is the Western Carolina University campus. This is State owned public land for educational uses and is out of the planning jurisdiction of the County Planning Board.

The best solution for the Planning Board is to classify the public land as developed and plan the community around the campus to provide needed facilities for the surrounding community. Hold talks with the school administration about how much additional land may be needed for the fully developed university campus, classify this area transitional (education) and leave it alone.

The Cullowhee community must be planned very carefully in order to protect the intrinsic values of the university to the County and region. The university is the County's number one economic resource at the present time.

The Cullowhee village will be classified community (commercial and residential). The transitional area is rural farm and rural nonfarm (residential). This area is some three miles from the campus in every direction from the Ashe Bridge to the foot of Cullowhee Mountain and the edge of Mountain Township, in an arc around the mountains via Flat Branch to Buck Creek Gap on the Macon County line. When the new 107 bypass on the west of the campus is completed, the university will lie largely between the new bypass and the present 107 location. Two exceptions are listed. The State has purchased the Sutton property across

Cullowhee Creek and the new 107 bypass and the eastern boundary should extend to the Tuckaseigee River from the Cullowhee Bridge in the village to the present 107 bridge beyond Dicks Gap. Much of this land on the east campus is useless for the university but will serve well for the development of residential uses for staff and faculty. If it is not conserved for university use. It will soon fall into the hands of private developers much to the detriment of the university.

The university campus is classified developed with a small transitional area about the present boundaries of the campus. The unviversity chancellor has indicated that this amount of land is quite adequate for the anticipated size of the regional university campus. Future policies of the State Board of Higher Education will make this determination in future years.

The remainder of Cullowhee Township will be classified community, rural and conservation. Much rural area will be residential farm and rural resident nonfarm. The mountain peaks, ridges and ranges shall be classified conservation as will the small tracts of farm land which should be conserved for rural farm land. Even farm land requires a residential homestead allowance but should not require a residential subclassification.

The remainder of the Mountain Township should be classified rural-conservation. There are valuable water and timber resources on the steep slopes from the Cullowhee valley floor to the mountain tops. The mountain plateaus are small homestead farms. These areas are rural farm for high yield vegetable and hay crops.

Hamburgh is mostly narrow valley floors with good stands of timber on the slopes and mountain peaks.

The low land and plateaus should be classed rural farm and the timber lands placed in conservation.

Glenville, near the shores of Lake Thorpe, is classified community to serve the rural areas.

Cashiers valley is a resort community, unincorporated place. It is a growing community with land reserved for residential, recreation and some agricultural uses. The mountain peaks are fragile and hazardous soils located in the rain forest. It has good timber coverage and should be conserved for water and timber resources. The native undercover is hemlock, rhododendron, and many flowering shrubs such as flame azaleas.

General Classifications Summary:

All public and semi-public lands should be classed conservation, especially government owned lands and rights-of-way such as the Blue Ridge Parkway between Haywood and Jackson County lines and in the future between Jackson and Transylvania County lines. All hazardous, fragile and wet lands shall be classified conservation.

Communities are: Tuckaseigee, East LaPorte, Glenville, Cashiers, Cullowhee, Whittier and Cherokee.

Developed areas are: Cullowhee (WCU), Webster, Dillsboro and Sylva. Transition areas are around Sylva, Dillsboro, Webster, Cullowhee (educational, WCU), Cherokee Indian Reservation. That portion of the Reservation lying in Jackson County should be left in transition for future development. The present town (unincorporated) is nearing the developed stage. The industrial park is almost filled. The new school, the Boy's Club, the Job Corps Camp and other facilities have about absorbed the Indian lands in this area. There can be no encroachment on the Park lands. Future development will need to be located on the south side of Soco Creek and the Oconaluftee River in Jackson County. This should be reserved transitional for future development. Motels, campgrounds, shops, parking areas and a vacation resort area should be

planned here. Water and waste treatment facilities will be needed.

Rural: All areas for genuine agriculture, especially farm land should be placed in the conservation classification so that agriculture lands will not be consumed by developers, industrial parks, shopping centers and other incompatible uses. Timber lots and timber boundaries should be placed in management programs. Open space should be conserved for improved grazing, growing Christmas trees, production of seedlings or planted to forest. If such land is wet, hazardous, fragile, sensitive or a nonrenewable resource, conservation is the most logical classification. The determination as to why the land is open space will help determine how it should be classified. Conservation may become a catch-all classification but not if all lands to be placed in conservation are carefully studied before being classified.

Qualla Township will furnish the transitional area for the Cherokee Indian Reservation. The township transitional area will extend down the Oconaluftee and out the U.S. Highway 441 and phase out about the interchange between 441 and the Appalachian Corridor K. Considerable tourist and travel investments have already been made along this highway. A new 4-lane corridor extension is expected to be constructed along the present route to the Cherokee village and should enhance the value of this area for more complete development. Qualla Township requires special consideration because it is a rich agricultural area with broad acres for grazing beef cattle and for other agricultural pursuits. At the same time it must be held for recreation development, tourist courts and lodges, a good tourist farm and for camping. Fishing is close at hand in the park. Jackson County should develop up Soco Creek valley along Highway 19 where courts, gift shops and other services are in demand.

The lower (northern) end of the Township has some good industrial sites and another community called Whittier on the Swain County border.

Barkers Creek is for conservation (agriculture) and for industrial development. The Drexel Furniture Company is already located here and the Mull-Shelton site is already optioned for a new industry. It is on a rail line, beside the Tuckaseigee River and near the 4-lane corridor. It is almost an ideal site. There are other good sites in this river corridor that could draw labor from Swain, Cherokee and Graham Counties as well as Jackson.

Barkers Creek is predominately agriculture but away from the streams the land is poor and stoney, not ideally suited to agriculture on the uplands. Forests have been heavily cut and are thin and scrubby. This township should be planned rural (farm and nonfarm).

Does the land have a higher best use classification? Place it in that classification. Is the land fragile, wet, hazardous (unto itself), a good wildlife habitat - place it in conservation. Is the land a nonrenewable resource? Place it in conservation before it is destroyed forever.

Is it in public ownership? Parks, national forests, rights-of-way for highways water lines or waste treatment lines, or semi-public ownership such as church property, retreats, cemetaries, educational facilities and uses, classify it conservation (public semi-public) and plan around it. There is nothing a local planning board can do to develop public tracts of land.

Incompatible Land Use Mix:

Incompatible land use classifications and/or mixes, such as industrial, commerical, residential, public and semi-public uses are intermixed, leads to inconsistent, if not substandard development. Such overlapping of uses and inconsistency in classifications has a noticeably detrimental effect on other development within the affected area. What ultimately results in an uninviting, declining area into

which few people will be willing to invest time or money. Outmigration is usually a problem.

Incompatible mixed land uses are characteristic primarily of the developed areas and in unplanned transitional areas. Sylva was never planned, it just grew. The early strip development along Highway 107 will steadily erode the efficiency of this highway to move traffic. The speed limit has already been reduced from 55 MPH to 45MPH. Eventually, especially in the school zones, it will be dropped to 35 MPH. Shopping center clusters would have had a much more favorable effect and would have provided greater convenience to the shoppers.

To attempt to refine the land use classification in this document further at this time would be futile as one of our consultants, Ken Perry, the agricultural agent for Jackson County says, "To go futher than this requires looking at each parcel of land." This may be what Charles Sellers had in mind when he advised that this year's land use plans must be much more refined and implementable than in past years. This process will require a tax map which Jackson County does not have, the estimated cost of which is some $350,000. Also, soil types rarely appear in pure associations but blended with others where the two come together and there is a strip or area neither fish nor fowl.

Land capability is frequently determined by the soil associations identified in Section I of this report.

Strategy for Implementation

Several tools are available to local governments for proper enforcement of the land use plans when prepared and understood by all local government agencies, land owners, developers, elected officials and citizens at large.

A land use county ordinance is the most effective and most valuable tool for use by local officials. The ordinance requires the adoption

of a permit system for changing land classifications already fixed by the ordinance. A permit official shall study and review all applications for permits but only the Board of County Commissioners can issue such a permit based entirely upon the classification change requested. The County ordinance shall be based upon a State ordinance and any Federal regulations already provided for in public laws. The local ordinance will be strengthened if only those court tested legal provisions are included in the County ordinance. A model ordinance should be developed and adopted.

The existing subdivision ordinance can be depended upon to support the land use ordinance and permit system. It is recommended that the same office supervise the permit system for the Board of Commissioners.

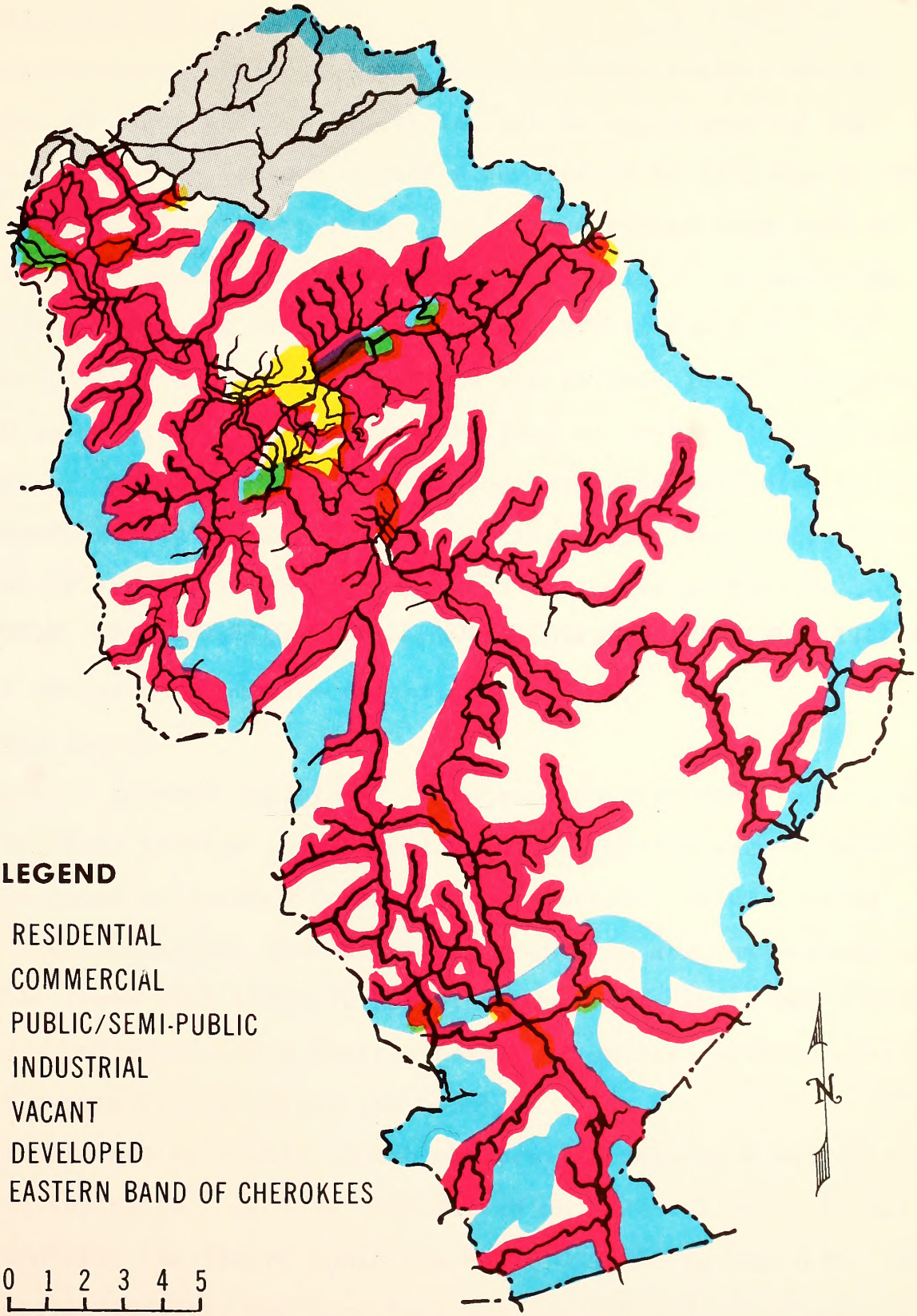
The State and Federal Erosion Control laws and Sedimentation Control Regulations will support the properly designed land use plan ordinance and permit system.

When all the legal barriers to land abuse preventions are in place the concerned agencies should be called upon to work in liaison with the permit system and use every means at their disposal to make the system work.

The Planning Board should implement a procedure of continuous review and revision of trouble spots in the plan. The Health Department should not issue permits for water supplies and waste treatment systems without site inspections. The Soil Conservation Service should see that all legal requirements are met and that no tract of land should be allowed an improper use permit.

Education and cultivation programs should be conducted by the agricultural services. Every agency should be required to approve every permit for requested use changes.

JACKSON COUNTY, NORTH CAROLINA



LAND DEVELOPMENT PLAN

SECTION VI

NARRATIVE: ECONOMIC AND ENVIRONMENTAL CHARACTERISTICS OF JACKSON COUNTY

Narrative on the Economic and Environmental Characteristics of the Community:

Population and Employment:

Jackson County is located in the mountainous western North Carolina, 47 miles west of Asheville, and 54 miles west of the Asheville Airport. Jackson County's population in 1970 was 21,593, an increase of 21.45% over 1960. During the period from 1960 to 1970 the total work force increased by 24% while unemployment declined from 5.3% to 4.2%. In January of 1977 it was 6.9%. In December of 1976 the total work force was 11,140, 10,370 employed, and 770 unemployed. These figures reflect all plant closings and lay-offs at that time. The present population as estimated by the U.S. Census Bureau is 25,000. One-fourth of the labor force is employed by the government inclusive of employees at Western Carolina University. One-fifth are employed in manufacturing and the remainder are employed in service capacities.

Wages and Income:

Wages of insured employment in Jackson County tends to be lower than the state average in all employment categories except service. The 1974 wages in Jackson County in construction, manufacturing, trade, transportation, communication, insurance and real estate are generally lower than those in bordering counties except Swain County. This is a reflection of a limited number of skilled workers available to manufacturing within the county.

The personal spendable income has been increasing steadily during the past ten years. In 1966 this figure was $27,847,000. It was estimated that the figure would reach $75,000,000 during 1976. The construction industry was excellent during 1976 and has already started to be a good year in 1977.

The following industries and employers with the number of employees indicated are located in Jackson County:

Cashiers Plastics Corporation	145
Jackson County Schools	350+
Western Carolina University	1,000
Heritage Quilting Co., Inc.	200
Drexel Corporation	100
Skyland Textile	475
Sylco, Inc.	253
W. C. Hennessee Lumber Co.	125

Capital Projects:

Other economic generators, the 14th Division Department Headquarters of the North Carolina Department of Transportation and other county, state and federal agencies are operating at normal and above normal levels. Western Carolina University had $4,000,000 more in operating funds during 1976 than the previous year, and another $4,000,000 in addition in 1977. Capital projects in the amount of $10,000,000 have been approved for Western Carolina University.

Approximately $14,000,000 in highway construction is underway and another $8,000,000 contract is expected to be let soon. Western Carolina Telephone Company has purchased a site for a new $15,000,000 toll system plant to serve all of the Southwestern part of North Carolina. It is estimated that Western Carolina University and Southwestern Technical Institute will spend more than $1,000,000 per month in 1977.

Transportation:

Major highways serve Jackson County connecting with interstates in all directions. Four-lane corridors running from I-40 to Chattanooga and to I-26 and I-75 are under construction and will soon be completed. Sixteen motor freight carriers are certified to serve Jackson County. Six are presently serving the county on a daily

basis. Rail service is adequate. The county is served by Southern Railway on the Murphy Branch with daily freight service.

Jackson County will soon complete a 3,750 foot runway airport which should greatly enhance potential for industrial and economic development of the county. The potential institution of an air shuttle service between Asheville Airport and other county airports to the west of Asheville should help to stimulate the use of the Jackson County Airport.

Tourism:

Jackson County has approximately 75 motels and hotels. There are 3 motels in the Town of Sylva. Others are located along the major highways in the county. Tourism is one of the major industries in both the south and north ends of the county and indicators shows that tourism is the industry of the future for the county.

The county ranks 7th among North Carolina counties in rate of growth in recreation and travel. Jackson County is the eastern entrance of the Great Smoky Mountain National Park which in 1976 had 9,000,000 visitors. Some 10,000,000 travelers use the Parkway in Jackson County each year.

Agriculture:

Agriculture is conducted on a small scale with truck crops and family farms leading the way in farming. The terrain generally is too mountainous for successful modern farming although a few families make excellent livings from farm income.

Power & Utilities:

The present power facilities are adequate for the current level of industrial development and can support a moderate increase. Nantahala Power & Light Company, which serves the area, is expecting a 100% increase in subscription capacity in the next four years.

There is an unused water capacity which could be utilized for industrial development in Sylva. Plans are underway for the expansion of the present sewage system so that it can be utilized for industrial waste. Additions to the present systems are planned and under construction. The completion of current proposed facilities could greatly enhance development potential.

SECTION VII

CONSIDERATIONS IN LAND CLASSIFICATION AND GROWTH POLICY

CONSIDERATIONS IN LAND CLASSIFICATION.

I. Areas of Environmental Concern
 (1) Hazardous Land
 (2) Riverene flood plain
 (3) Steep sloped areas
 (4) Historical site preservation
 (5) Other lands of special interest

II. Public Lands
 National and State parks and forests, stream segments, etc.
 Wildlife areas and preserves, reservations for special uses.

III. Naturally Productive Lands
 (1) Agriculture
 (2) Forests
 (3) Range lands
 (4) Residential

IV. Waste Lands (non renewable lands)
 (1) Wet lands
 (2) Mineral deposits & resources (fuels & metals)
 (3) Water empoundments for multi-purpose uses.

V. Archaeological and Historical Site Preservation

Land Classifications:
 (1) Developed - existing urban areas
 (2) Transition -lands suitable for urban development needed to accommodate growth over the ensuing ten years.
 (3) Community-clustered land uses in rural areas to meet the needs of the rural population
 (4) Rural-lands used for agriculture, forestry, mineral extraction, and other low intensity uses.
 (5) Conservation - significant, limited, and/or irreplaceable natural, recreational, or scenic resources.

Land Use Classifications:

(1) Agriculture
(2) Residential
(3) Industrial & Commercial
(4) Public
(5) Recreation

Misinformation about land use planning:

(1) Planning is a method for taking land from the owners. (False)
(2) Land use planning is to control the use of my land. (False)
(3) Land use planning will limit the owner's freedom of land use. (False)
(4) Land use planning is a method of zoning. (False)

What land use planning does:

(1) All land is classified by a soil scientist to determine the type of soil (scientific classification).
(2) Land capability is determined by the type of soil class.
(3) A determination is made on the recommended best use of all classifications of land.
(4) A determination is made on the current use of each parcel of land.
(5) If the current use is in agreement with the recommended best use the land owner is so advised and encouraged to continue this land use practice -- the land is thus identified in the land use plan.
(6) If the current use is in conflict with the recommended best use, the land owner will be so advised and be encouraged to change to a more compatible use with the soil class and capability.

If the present use is hazardous to the public health, safety and welfare, steps may be taken to enforce existing laws to insure a change in use. If there is no legal requirement the owner cannot be forced to change the land use.

However, in the land use plan the parcel of land will be classified for its best use based upon its capability and will be limited to such use under future ownership. Enforcement of a land use plan is restricted to education and persuasion of the land owner to change to another more compatible use in accordance with the plan.

In this way land values improve and everyone benefits, the owner, the community, the local government and the State.

A good land use plan adopted and followed is nothing more than the wise and prudent use of all land as a basic natural resource which sometimes affords an opportunity to restore renewable resources. Examples:

(1) an eroded hillside may become improved pasture for the production of beef, or returned to forest land for timber production, or a quick cash crop of Christmas trees.

(2) a junk yard may become good row crop land or a garden sport for family food production.

(3) rolling hills now in broom sage and briars may be ideal for a rural housing project.

(4) forests, streams and idle acres may become a community recreation park. A worn out farm may be an ideal golf course. In these cases the land is for public use but remains taxable because it is not public ownership.

Land use planning is essential to orderly growth and development.

ENVIRONMENTAL CONSIDERATIONS

Environmental assessment and evaluation relating to the findings, conclusions and recommendations in the land use planning document for the County of Jackson, its several townships and incorporated places.

The document and supporting documents are long range and should serve the county well until the year 2,000, only 22 years hence. However, the long range plan should be reviewed at five year intervals in order to change directions when considered appropriate, to alter, amend, add to or delete from according to the changing conditions over the years. This practice is essential to the success of the document in accomplishing what it is designed to do.

The chief function of this document is to control and guide growth in the county, to insure orderly growth and provide the best possible life style for the residents of the entire county and not a document to dictate to a property owner the manner in which his land can be used or cannot be used except outside the peramiters of soil and land capability, location, present use and best future use for development. A generalized land development plan is offered, if implemented, will meet all legal requirements and long and short term objectives and goals set forth herein.

Environmental Impact:

There may be some detrimental effects on the environment of a short term nature due to construction of facilities, However, these will soon disappear if all the accepted and correct legal provisions are followed during implementation. The long term benefits will off set the temporary inconveniences and localized negative effects. For example, the installation of a waste treatment line or a community water system may create temporary inconveniences for land and home owners but the improved health benefits and property values more than off set the negative

impacts, especially if all approved and required construction practices are followed.

Alternatives:

There are no true identifiable alternatives to this type of planned growth and development strategy, except uncontrolled growth and development.

State, Federal and Local Environmental Controls:

Pursuant to the requirements of and guidelines established by the National Environmental Policy Act, the Council on Environmental Quality, the U.S. Department of Housing and Urban Development, and the North Carolina Environmental Policy Act, the conclusions and recommendations in the land use planning document have been made and not in conflict with any requirements, regulations or guidelines the provisions of this document should be acceptable and implementable.

Historical Preservation:

The Town of Webster has been designated an historical site by the State Department of Archives and History and has been referred to elsewhere in this document under the Town of Webster. It has been stated that the Town will be planned historical according to the instructions and guidelines established by the Department of Archives and History.

Webster is in the process of receiving a new water supply for the Town from the county system and an opportunity to install a modern liquid waste treatment system by connecting to the county trunk lines now being installed nearby. Growth pressures will be particularly heavy during the next few years due to rapid growth of the Southwestern Technical Institute and Western Carolina University. The telephone company has purchased a site inside the town on which to erect a $15,000,000 toll exchange building to serve the southwestern end of the state. The transitional area for the Town of Webster is particularly

desirable as a residential area and recreation or more specifically a Jackson County Golf Course.

The only other identifiable historical site in Jackson County is the huge rock found in an open field covered with hieroglyphic writing from antiquity. After eons of time, the chiseled characters on the stone have never been deciphered. It is the famous Judaculla Rock on Moses Creek in the Cowarts Community of Caney Fork Township.

There is no planning to involve this rock except to place it in conservation which the county has already done by purchasing a small tract of land on which the rock is located.

JACKSON COUNTY GROWTH POLICY

In accordance with the request of the Jackson County Planning Board, the Growth Policy of Jackson County shall be:

I. Mission of Jackson County Government -

To help the people of Jackson County gain their share of the national prosperity by increasing their ability and opportunity to contribute to and participate in national growth.

A. To help provide the people of Jackson County with health, education and skills to compete for opportunity wherever they choose to live.

B. To develop underdeveloped human and physical capital so that the County can attain an economy capable of supporting its people with rising incomes, increased employment opportunities, and improving standards of living approaching those of the rest of the State and nation.

C. To continue an active program to help provide the basic public services and facilities needed to meet the social goals of the growth policy such as public health facilities, programs and services, educational opportunities at all grade levels from pre-school, primary, secondary, occupational and higher educational opportunities available that will lead to rising incomes and improving standards of living.

D. In cooperation with all public and private interests in the County and region, encourage the development of the County's comparative advantages and, where necessary, restore environment and resources in order to help develop an economy that provides:

1. By 1985 a County per capita income equal to that of

the State of North Carolina.

2. By 1985, a County economy approximating that of the State in general mix of economic opportunities, productivity, population per worker and labor force participation rates.

E. Assist the County in building a land classification system and land use plan, building a framework of institutions, public and private, at all levels of government and private enterprise needed to:

1. Prepare long term, cooperative strategies for developing the County and its people to maximum production potential; and
2. Assist the County in obtaining its share of national, State and local resources and in making effective use of them in attaining its full potentiality for growth.

F. Targets and Performance Measures -

1. The accomplishment of the land use classification system and land use plans should be completed by July 1, 1977.
2. The accomplishment of full employment should be reached by 1985.
3. Health needs should be met by 1980.
4. Educational needs should be met by 1985.
5. The attainment of the State level per capita income should become a reality by 1985.
6. A comprehensive Jackson County Development Program and Plan should be completed by 1985.

This is the growth policy of the Jackson County Board of Commissioners for the people of Jackson County.

Evaluation periods should be every 5 years beginning from 1975,

1980, 1985 and at the end of the decade in 1990.

By the year 2,000, Jackson County should be prepared to enter the Twenty First Century in cadence with the rest of the State and nation.

SECTION VIII

HOUSING WORK ELEMENT UPDATE

OVERVIEW OF JACKSON COUNTY GROWTH SHAPERS AND STIMULANTS

THE INFRASTRUCTURE

Jackson County, through the insight of its elected Board of Commissioners, is laying the ground work for a long period of rapid growth. Several important steps have been taken to insure that the growth will be planned, orderly and controlled.

Growth must take place in the right places, of the proper quality and quantity in order to protect private and public investments already made, to protect the environment, and to prevent urban sprawl and the resulting undesirable getto type neighborhoods.

Subdivision Regulations and Building Codes:

The Subdivision Ordinance and Regulations with building standards will insure population density controls, quality construction, and land conservation of resources. The foresight of the commissioners to establish a planning board of local citizens with professional staff to do the necessary planning, the determination of the elected officials to adopt the ordinance and their willingness to "bite the bullet" by establishing an enforcement department of Permits and Construction Standards, which when combined with the Land Use Plan forms the basic tool for orderly growth and development in the County, leading to improved life style and quality of life for its citizens.

The Land Use Plan:

One of the most useful tools for controlled orderly county growth is found in an implementable land use plan supported by a strong land use ordinance with a clearly defined enforcement mechanism. When used in conjunction with the Subdivision Regulations described above, two of the most important tools for growth and development in the County are available.

There are many other growth shapers that are essential to orderly

growth and resource conservation. These are sometimes referred to as growth determinants or the infrastructure built within the boundaries of the political unit. Some of these are:

Transportation:

A thoroughfare plan for the County is in the making. It is an essential tool both from the standpoint of growth shaper, population distribution and economic development.

Major and minor traffic arterial corridors are nearing completion and additional contracts will be made available for interior primary and secondary highway improvements as funds become available and as will be identified in the completed thoroughfare plan. Traffic flow is important to sound growth. The traffic facilities are growth shapers and determine largely where growth is most likely to take place. Convenience from place of residence to places of work, schools, services (hospital, health department, doctor's offices and medical centers, shopping centers, and others) are a matter of great importance to the people who reside or plan to reside in a particular area and stimulate growth or retards it. This item is of particular importance to the aging. Where they want to live, what type of housing will be most desirable for their greatest convenience is of major importance and a strong factor in planned growth.

A general purpose airport with hanger facilities will be available early in 1978. This, too, is a growth shaper and an economic stimulant.

Education:

Public Schools - The voters of the County will be offered an opportunity to vote on a $3.5 million school bond issue early this fall. If approved, funds will be available for completion of the general improvements of the County's public school system. At least two elementary schools will be consolidated into a new facility serving the Qualla, Barkers Creek Townships. The new Fairview School will be enlarged, a

careers center will be added to the Blue Ridge School, serving the Glenville-Cashiers communities and improvements will be made to the Camp Laboratory School on the Western Carolina University campus. When the work is completed, the County will have the best public school facilities in its history.

Higher Education - Opportunities for higher education, adult education and continuing education in the County are made possible through the facilities of the Southwestern Technical Institute at Webster and the regional university, Western Carolina University at Cullowhee. The County is particularly well blessed by the presence of these two institutions within its borders. The University is the strongest economic stimulant in the County and continues to grow.

Water and Waste Treatment Facilities:

The close working relationship between the unit of county government and the elected officials of the incorporated towns and grown up places in the County has led to a cooperative arrangement that is highly beneficial to all units. This is commonly referred to as intergovernmental cooperation which when operating at a high level, is conducive to mutual benefits for all units of governments and independent government agencies working within the County.

Solid Waste - A solid waste, sanitary landfill system was implemented in the County in 1969-70. This is a county-wide service outside the corporate boundaries of the towns offered at no charge to the people.

The County has managed to keep up the service despite high original costs of equipment, high maintenance costs for trucks, collection boxes and landfill supervision and work. During these early years of operation much jockying about with collection boxes at the various collection stations has been necessary in order to match the need with the population served.

This system is very popular in the mountain counties despite the problems. Many users insist upon bringing large appliances which the compactor will not handle. Others are lazy and place their trash beside the box rather than inside. Some will not open the lid but place their bags of trash on top of the box instead. There is some vandalism by people who set fire to the trash. This burns off the paint and warps the box so that the compactor operator has difficulty picking up the box.

Never has Jackson County been cleaner nor offered a better appearance than at present, due to this successful program. Open dumps have disappeared. There is no stream bank dumping and the roadsides are almost free of bottles and beer or soft drink cans. This has been the answer to the non-returnable container problem, especially the large plastic container which found their way to the streams and eventually found their way to the lakes where they lined the shorelines or bobbed on the water.

Water - The close cooperation between Jackson County and the Town of Sylva in developing together a water supply sufficient to serve large areas in the County outside the Town of Sylva, including the Towns of Webster and Dillsboro, is a classic example of what good intergovernmental cooperation can do in problem solving.

Liquid Waste Treatment - The County officials have taken the initiative to implement an engineering study for liquid waste collection and treatment systems which will serve an estimated 80% of the County's population. It has reserve capacity to accommodate additional industrial waste from any new industries, Western Carolina University, and opens up wide areas for residential development around the University, along the 107 Highway corridor for approximately 10 miles of good residential land between Cullowhee and Webster. Much of the line will be available to serve present low and moderate income people and mobile home parks, in

addition to new housing planned for the area.

A comparable project serving the same area with an approved water supply is in progress. The present water source is the Town of Sylva and the installation is by the County. A 12" main has already been installed to the Sylva-Webster High School at the intersection of Highways 107 and 116 approximately 3 miles from the Sylva system. At this point the line follows Highway 116, serving the Technical Institute and government complex of buildings on this highway, thence to the Town of Webster and the new sewage treatment plant on the Tuckaseigee River near Dillsboro.

Except for the Town of Webster, a designated historical site, the entire area is ripe for residential and recreational development. The proximity of this area to the geographic center of the County, equally accessible to outlying County areas, the water and waste treatment facilities will serve as strong growth stimulants and shapers for this central area of the County.

Health Facilities:

Jackson County maintains a public health service to meet the needs of the public, the schools and other sub-groups residing in the County in need of public health services, clinics, outreach, immunization programs, etc. The Health Department, located on the Court Hill Street above the County Courthouse, is staffed with a fulltime health officer, two sanitarians (environmental scientists), 3 public health nurses, and a clerk. The program of the Health Department works in very close cooperation with the C. J. Harris Community Hospital to offer a well rounded public health service. Plans are underway to relocate the building in a more convenient location near the hospital and enlarge the facility to meet present needs.

C. J. Harris Community Hospital, located at Sylva, N. C., is an 85-bed, accredited hospital and outpatient clinic. It is a modern Hill-

Burton, Duke endowed community hospital operated without local tax support.

The clinic operates one of the most outstanding cancer clinics in the State and a multiphasic clinic available on a referral basis. It is the only clinic of its kind in rural North Carolina.

The hospital care is of excellent quality offered in a modern, clean, well managed and well staffed facility.

There are 18 physicians, 3 pediatricians, 3 general surgeons, 3 general practioners, 5 internists, 2 radiologists, 1 obstetrician-gynecologist, 1 cardiologist, 48 nurses, 8 dentists, 5 pharmacies, the Mental Health Center at Western Carolina University, and 1 general practioner is fulltime medical director at the University.

Housing In Jackson County:

Housing is not a part of the infrastructure of the community. In Jackson County, housing is available as a result of private investments. It is not clear how the housing supply is impacted by the infrastructure in the community or how much housing impacts infrastructure.

Demand for housing in Jackson County: The 1970 population in Jackson County was 21,593 according to the Bureau of the Census, and occupied 6,793 homes at 3.18 persons each representing a 21.4% increase over 1960. In 1975-76 the rate of growth was 2.4% per annum for a total population of 25,000 or an increase of 3,407 people. At the 3.18 occupancy rate, 1,071.38 new homes were needed to house the increase. The need was met largely through an influx of mobile homes, placed individually and in parks. The County has an estimated 2,000 mobile homes, most of them in parks around the University as reflected in the 1976-77 survey and the 1974 report.

In 1970 21,593 people occupied 6,793 houses assuming that all housing needs were met; which may be a true assumption, but more than 1,500 were

substandard units for various reasons according to the U.S. Census.

Mobile Homes:

The increased number of mobile homes in Jackson County as well as the region indicates several important things, but none is probably more significant than that there is a tremendous housing need that is not being fulfilled by conventional housing. Several things can account for this trend:

1. Mobile homes are cheaper and easier to finance.
2. Mobile homes are often located on lots with other structures, thus reducing the cost of land.
3. Mobile home parks are available for mobile homes, hence no land purchases required.
4. Mobile homes can easily be moved from place to place, thus making them an asset for students and others who are temporary residents of the county.
5. Mobile homes are attractive to summer residents or part-time residents who own permanent homes elsewhere.
6. Mobile homes are often logical choices for young couples for economical and social reasons (ability to locate close to parents).

Because of several factors -- higher interest rates, increased construction costs, student residents, etc. -- the quantity of mobile homes is projected to increase in Jackson County. If the number of mobile homes increases in proportion to the increase encountered between 1970-74, Jackson County will have 3,000 mobile homes or an estimated 1,000 more than the present number in 1980 and it should be pointed out that the rate of increase in numbers of mobile homes is likely to increase because the number of young people is declining and the enrollment at Western Carolina University is stabilizing.

The housing need in Jackson County is found in the following categories housing suitable for aging and handicapped - 100 units, Jackson County's population is aging rapidly, socio-economic forces have joined to bring

this about.

1. Outmigration in previous years left the older people at home.
2. Many outmigrants in previous early years have worked to retirement age and returning home to retire.
3. Older people retiring here from other states.
4. Young and new family starts.
5. Replacement housing for substandard units, 225 units per year is about 10% of need.
6. The continued population growth in the county requires 75 to 100 units per year.
7. The strengthening of the infrastructure.

Deterrents to housing starts over the years.

1. Shortage and high price of land.
2. Shortage and high price of mortgage money.
3. Shortage of skilled workmen. Labor rates and costs too high.
4. High cost and shortage of building materials.
5. High unemployment rates with corresponding inability to borrow money or make payments.

Elements favorable to new housing starts in 1977:

1. Unemployment rate is dropping. A new industry is in the early start-up stage. Ability to borrow and pay is improving.

2. The enchantment with mobile homes has worn off. Conventional housing is more popular.

3. Improvements in building techniques is affording more economical, faster housing. More opportunities for sweat equity.

4. Mortgage money is plentiful. Interest rates have leveled off.

SUMMARY

Jackson County is now ready to build some housing.

The Subdivision Regulations, building standards and codes are in force. The permit and inspection systems are working.

The infrastructure is in place to provide approved water supplies, sewer services, garbage waste collection and paved roads. Utilities are in place.

The Housing Need:

Jackson County needs a total of 7,226 standard housing units to house its present mid-year 1977 estimated population of 25,000 persons at the occupancy rate of 3.18 persons per household; 433 units are needed to take care of population increase; 1,000 replacement units for dilapidated housing units unfit for human habitation; 225 rehabilitated units for deteriorating housing; 2,658 total need.

The 433 new units for population growth will be taken care of largely by private construction.

The 1,000 replacement units are being replaced largely by mobile homes and some conventional private construction. However, some outside government assistance is needed here for elderly housing, handicapped and low income persons.

The dilapidated housing poses a problem. Much of it is owner-occupied and it is difficult to replace.

The rehabilitation program should be solved by loan and grant, federal assistance for eligible families. Mobile homes will solve a part of this need.

The 1977-78 Housing Effort:

100 units for elderly and handicapped and Section 8 for low income families; 225 rehabilitation (owner-occupied) units for low income families. This approach represents approximately 10% of the identified need. Over a 10 year period this public effort and the continuation of the accelerating private effort will solve much of the County's housing need.

Housing Information

The basic source for housing information used in this report is the 1970 Housing Census. This source is rather obsolete for 1977 uses.

The 1974 Survey by the Division of Community Planning of the Department of Natural and Economic Resources, published in a housing work element, Jackson County, 1974 and a housing survey update in 1976 by the Jackson County Planning Board.

The information collected for this report was a windshield survey of housing exterior appearance and mobile home count in cooperation with the engineering staff of W. K. Dickson, Co., Charlotte, N. C., making a survey of water needs in the County, particularly in the Tuckaseigee River Valley corridor from Webster to Cullowhee.

Based upon a 20% sampling of the condition of conventional housing, there was no change in the percentage ratios of standard and substandard.

Standard housing	69%
Substandard housing	31%
Deteriorating	17%
Dilapidated (occupied)	11%
Dilapidated (unoccupied)	3%
Total	100%

No effort was made to classify the conditions of mobile homes. All units were classified mobile homes.

Substandard housing was almost uniformly distributed over the County. Concentrations were found in Sylva, on Allen Street and Tannery Flats and around Keener Cemetery. In the County, concentrations are found in Pumpkin Town, Scotts Creek, along old Highway 19 & 23, Cane Creek, Weyhutta, Speedwell, Long Branch and some in the Cullowhee community.

Concentrations of mobile homes were found in Addie (Scotts Creek) Sylva, Locust Creek, Ashe Settlement, Cane Creek, Tuckasiegee River above Cane Creek, Long Branch and Cullowhee Creek to Speedwell.

The heavy influx of mobile homes in the County is an effort to compensate for the lack of conventional housing for reasons identified elsewhere in this study.

A new survey by the Division of Community Assistance in 1974 indicated the following number of housing units and their condition:

TABLE I

STRUCTURAL CONDITIONS OF DWELLING UNITS

JACKSON COUNTY - 1974 [1]

Conditions of Units	Number	Percent of Total
Standard	5,092	69
Deteriorated	1,256	17
Dilapidated	960	13
Dilapidated Vacant	58	1
Total	7,366	100

TABLE II

PLUMBING DEFICIENCES YEAR-ROUND DWELLING UNITS

JACKSON COUNTY - 1970 [2]

Plumbing Facilities	Number	Percent of Total
With all plumbing facilities	5,180	76
Lacking some or all plumbing facilities	1,483	22
Lacking only hot water	130	2
Total	6,793	100

TABLE III

SOURCES OF WATER AND SEWAGE DISPOSAL

JACKSON COUNTY - 1970 [3]

Sources of Water	Number	Percent ot Total
Public System or Priv. Co.	1,679	25
Individual Well	2,032	31
Other	2,944	44
Total	6,655	100
Sewage Disposal:		
Public Sewer	958	14
Septic tank or Cesspool	4,139	62
Other	1,558	24
Total	6,654	100

[1] Division of Community Assistance, April, 1974.
[2] U.S. Census of Housing, 1970.
[3] U.S. Census of Housing, 1970.

POPULATION DISTRIBUTION AND CHARACTERISTICS BY CENSUS REPORT

COUNTY POPULATION:

	1960	1970	1973	1974	1975
Number:	17,780	21,593	23,800	24,800	25,000
Percent Change:		21.4%	10.2%	4.2%	0.8%

POPULATION BY SEX AND AGE (1970)	Male	Female	Total
5 years and under	1,017	942	1,959
6-14 years inclusive	1,586	1,516	3,102
15-18 years "	947	910	1,857
19-24 years "	2,083	1,996	4,079
25-34 years "	1,247	1,304	2,551
35-44 years "	973	1,036	2,009
45-54 years "	998	1,085	2,083
55 and up	1,901	2,049	3,950

The growth rate in population can be attributed to a number of factors:

1. The natural rate of increase (births over deaths) is consistantly favorable.
2. The population of the County is aging.
3. Out migration for all reasons is declining, especially among the young most productive age group from 22 to 45 years.
4. The slump in the nation's economy; fewer jobs are available elsewhere and layoffs in large employment centers caused the return of former out migrants to the County.
5. Rapid growth and expansion of educational institutions in the County.
6. Strengthening of the local economy in providing more jobs for better educated and trained manpower. A shift from the blue collar to gray and white collar jobs.
7. Rapid expansion of financial institutions, insurance and real estate have provided jobs heretofore nonexistent in the County.
8. The availability of investment capital from local and regional institutions has made possible a renewed interest in free enterprise entrepreneurship ranging from fast food service to housing construction, largely in the service areas of human need. From

accounting services to vacation resorts and retirement housing. Such activities will continue as long as investment capital is available locally and the market continues to expand. People like to live in Jackson County.

The housing need goes as an unrecognized need in Jackson County. Too many people already feel that the cost of conventional housing is out of reach of available resources. The old rule of "make it do or do without" seems to prevail. Only one or two recommendations for improved housing have been received, even after suggesting the problem to them, which is not the best approach to citizen participation in the planning process.

Substitute housing in the form of mobile homes has met the need for housing for young marrieds, temporary, low income, and migratory families who are not able to afford conventional housing. The number of mobile homes around the University at Cullowhee now exceeds 1,000 units. Another 1,000 are scattered over the County near places of employment, older people, and a few temporary residents and summer visitors, added to the reasons already given above, have caused a disproportionate number of mobile homes.

The 1970 Census shows that the County had in 1970 the following housing units and condition of units:

Condition	Number	Percent of Total
Standard	5,092	69%
Substandard	2,274	31%
Deteriorated	1,256	17%
Dilapidated	960	13%
Dilapidated vacant	58	1%
Total	7,366	100%

Deteriorated, dilapidated and dilapidated vacant are included in the total substandard units. These units are required to house the

total population of 21,593 at the rate of 3.1 persons per room. This is an indication of overcrowding which creates social and psycological problems perpetuating poverty. It is usually the lowest income families and poorest quality homes that are the most overcrowded. In 1970 over 11% of the housing units fell in this category. As already stated the population of Jackson County is aging. A higher percentage of the total population is above 55 years of age. Available census information indicates that 28% of the population of the County is in the low income and poverty groups unable to afford good housing. Middle and higher income people can afford good and new housing furnished by private enterprise. Therefore, all of the private builders are building pre-sold houses to meet the needs of these income groups.

Three hundred and fifty three septic tanks were installed last year and 100 building permits have been issued since September 1, 19760 to May 3, 1977. These range in cost from $5,000 (a rehabilitation project) to $450,000. The average cost was $30,000 per unit. Most of these houses are around the University campus for faculty and staff housing and in the resort area of Cashiers.

The Housing Authority has therefore identified the greatest housing need as housing for the aging - a reservation of $800,000 for 202 housing for the aging and handicapped and Section 8. The application was not funded due to lack of funds, according to HUD officials.

The County has no public housing or housing for low income people. Depending upon housing programs and funds to be made available by the Carter Administration, the County expects to pursue its 202 - Section 8 housing request and attempt to develop a project for low income single family and multi-family units - 40 units of 202, 100 units of low to middle income families.

Additionally, the high percentage (31% of all housing in the substandard class) the County could and should take advantage of the HUD rehabilitation grant and loan program for low income home owners. The extent of this effort will be determined by funds available.

SUMMARY

Funds should be requested to attempt to rehabilitate 10% of these substandard units during the next funding year. This represents 227 units. The committee should attempt to select the 225 most eligible houses owned by lowest income families.

This is the recommendation of the Planning Board to the Housing Authority and County Commissioners. The package will include: 40 units for aging and handicapped, 100 units of multi-family and/or single family units for low income to middle income people; and 225 units rehabilitated for low income home owners.

The present population of Jackson County is in excess of 25,000 people, an increase of 3,407 since 1970. Recent estimates indicate that overcrowding is becoming more severe and is now at 3.2 persons per room (1975). One thousand and sixty six housing units will be necessary to meet the five year population increase without replacing the nine hundred sixty dilapidated units or the 1,256 deteriorated units.

In order to take advantage of all funding resources, an effort will be made to rehabilitate 225 units, construct 100 new units, low to middle income units and attempt to reduce the need for housing for aging and handicapped by 40 units for a total of 365 new and/or rehabilidated units. Private builders will probably supply another 300 higher income housing units during the year. The selection of the number of housing units in each classification was almost arbitrary and in keeping with the anticipated resources for housing funds. While the percentage is low it is an important step for Jackson County which has not participated in any housing development in past years.

This is a start.

Total immediate need for Jackson County housing units is as follows:

1,066 units to accommodate population increase

1,256 deteriorated

960 dilapidated

58 dilapidated unoccupied

3,340 Total Units

At this point there is a need to observe the effectiveness of the trickle up and trickle down process before attempting any more ambitious construction and rehabilitation projects. Too many proposed programs have been "flops" in past years to move too far ahead.

There was no appreciable gain in the number of housing units but an estimated population increase of some 2,407 people had occurred, indicating these people were college students or living in mobile homes, the latter seems to be the case.

In 1975 the population was estimated to be 24,800 by the U.S. Bureau of the Census. In 1976 the level was 25,000 from the same source. At this point in 1977 (mid-year), the population gain is probably another 500 people bringing the total to 25,500.

The present housing inventory was made in late fall 1976, which indicates exactly the same housing status. The total number of housing units is estimated at 7,866, an estimated increase of 500 units over 300 of which are mobile homes. These are largely located in the Cullowhee Valley of the Cullowhee Township. Two private contractors have built some 25 housing units of better quality homes on some of the hills and ridges along the Tuckaseigee River. These are for higher income university people, although the subdivision is not restricted in any manner. Private builders have constructed for faculty and others high priced homes in the Forest Hills Country Club community some 25 homes ranging in estimated costs from $40,000 to $80,000 each. Many are built on undesirable sites of unstable soil on excessive slopes.

Private builders have more than adequately met the need for quality homes in Cashiers.

The suffering people are the lower income people who occupy the 31% substandard houses in and around Sylva, occupied by the blacks and poor whites, who are unable to afford new houses at any price. There are some substandard, deteriorating and dilapidated housing units occupied by low income people in each of the 15 townships. Concentrations are found in Sylva, Scotts Creek along the old highway from Sylva to Balsam, in and around Cullowhee (many are blacks), working at the univ-

ersity. The communities of Cane Creek, Weyhutta, Long Branch and Valley Road above Cullowhee are all crowded with mobile homes, mostly without approved water supplies and waste treatment systems.

The greatest need for good, safe, sanitary and decent housing is for the aging, new families, handicapped (mentally and physically). More than 15% of the County's population is over 55 years of age and the figure is climbing. All are not in the distress classification for housing because many are retirees to the County, many are former out migrants returning home after retirement but 28% of the population is in the low income to poverty classifications and in need of housing.

It was decided by the Board to take advantage of the programs available to the people of Jackson County to serve the areas of greatest need.

The Jackson County Housing Commission, based on its own analysis of need, filed an application for $800,000 for Section 202 Housing and Section VIII.

According to the poverty agency of the County, over 28% of the population is in the poverty classification and over 25% need weatherization assistance to improve the livibility of their homes and to save energy. Based upon Planning Board surveys, the greatest need for housing is in the low to middle income families. It was decided to attempt to secure funds from wherever available for 100 units of single family and multi-family, low to middle income people. It was further decided to attempt a rehabilitation housing project for 225 existing housing units in need of rehabilitation and improvements (not weatherization). No carports were to be included. Insulation, new floors, new heating and plumbing and bath facilities were considered most important. New windows and doors may be justified on some depreciating housing units. Dilapidated housing beyond rehabilitation should be replaced, especially where costs benefits are not justified.

The total effort during the next year is to attempt to replace or rehabilitate approximately 10% of the total housing needs as follows:

$800,000	40 units of 202-Section 8 for aging and handicapped
2,200,000	100 units new single family & multi-family, lower income families
787,000	225 rehabilitated units for lower income families

Housing project development and implementation in Jackson County is in the hands of the Jackson County Housing Commission in cooperation with local governments, the Planning Board, the poverty agency and the Departments of Social Services, Health and County Agricultural Extension Service.

An assurance certification will accompany all applications for funds and a certification of need for each family will be required by one or more of the coordinating agencies. All grant and loan conditions will be met by the grantee agency, the Jackson County Housing Commission, a non-profit organization under the laws of North Carolina.

It has always been assumed that every citizen has the right to safe, sanitary and decent housing for family living but such is not the case. It was in the late 1940's that the slums of the cities were discovered

and much later before poverty in rural America was recognized. Poor and unsatisfactory housing was found to be the basic problem in each case.

In 1949 the U.S. Housing Act was passed. It was followed by more federal and state laws appropriating millions of dollars to solve this national disgrace.

Almost 30 years later little has been accomplished toward a permanent solution to the problem. In the cities too many people lived and still live on too little land. Over crowding creates problems of all kinds.

In the rural areas too few people live on too much land. The sparce population will not support the basic community facility needs that makes safe, sanitary and decent housing possible.

1. The first objective of the Planning Board and the Housing Commission is to provide every family with a decent house for a family home in the best living environment. The county government is attempting to fill the need for basic water and sewer needs, essential to good housing.

2. Efforts are being made to meet the needs for health services by planning for a new public health facility.

3. The need for a healthful and wholesome environment in which to live and work.

4. The people will vote this fall on a bond issue for public school improvements. This is a county effort.

5. Efforts are now underway to meet the recreation needs of the people. This will be available this summer.

6. A renewal to begin an effort to meet housing needs is now underway and a prime objective.

7. Efforts are underway to supply job opportunities for the more than 500 people unemployed in the county and an equal number of underemployed. This accomplishment will do much to meet the housing needs

through individual and private effort.

These are all objectives to develop better communities and a way of life for the mountain people in Jackson County.

Immediate goals are:

1. To file necessary applications for funds to begin housing projects this year as set forth in this document.

2. To install approved water and waste treatment facilities to meet the immediate and future needs for the county's growing population. This is underway!

3. To coordinate the housing effort with all agencies, the communities and the individual families in need of housing. To begin immediately in this effort.

4. Conduct clean up and environmental improvements in each community to make it more livable and supportive of a better life style.

5. The annual goal is to attempt to meet 10% of the actual need for new replacement and rehabilitation housing units each year.

6. Reevaluate the program at the end of each planning or calendar year in order to check directions, quantitative and qualitative results and to adjust the effort accordingly.

Implementation:

The Planning Board will provide technical assistance with assistance from consultants.

The Housing Commission will implement the project, provide supervision and develop a management plan.

The Housing Commission will coordinate with other agencies through committees and other mechanisms needed to get the job completed.

Supporting documentation of need - A 1970 census base line is now too old for authoritative housing information. Present efforts must proceed on estimates of needs until the 1975 census is published or for a true picture of the 1980 census. In the meantime, work must proceed continuously.

APPENDIX

A RESOLUTION

WHEREAS, it is the responsibility of the Board of Commissioners of Jackson County to promote the orderly growth within the area, and

WHEREAS, a Planning Board made up of qualified residents of the County has been commissioned by the Board of Commissioners to do the necessary planning for the County, and

WHEREAS, a comprehensive study and land development plan has been prepared by the Planning Board.

NOW THEREFORE, the Land Use Analysis and Development Plan is hereby endorsed by the Planning Board and recommended to the Board of County Commissioners for consideration and endorsement as a guide to future growth and development for the County.

ENDORSED this the 21 day of June 1977 at Sylva, N. C.

ATTEST:

Ned J. Tucker
County Planner

Signed

Woody R. Hampton, Chairman
Jackson County Planning Board

A RESOLUTION

Endorsing the proposed Land Use Plan for Jackson County as prepared, recommended and endorsed by the Jackson County Planning Board.

WHEREAS, it is the responsibility of the Jackson County Board of Commissioners to promote orderly growth within the County, and

WHEREAS, a comprehensive study and plan has been completed by the Jackson County Planning Board known as the Land Use Analysis and Land Development Plan, and

WHEREAS, this plan provides for, among other things, long term general objectives and immediate or short term goals which includes the following:

(1) The Land Use Plan is based upon the concept that Jackson County will continue to grow. Growth cannot be stopped but controlled to the extent that effective plan implementation is carried out.

(2) To control the growth of the County for the greatest benefit to the County, its resources and population.

(3) The plan will, when implemented, insure a more orderly growth process and development pattern for the County.

Among the short term goals:

(1) The creation of new jobs for the unemployed of the community.

(2) Completion of the recreation facilities plan of playground and parks in the County.

(3) Endorse and work for the passage of the school bond issue this fall.

(4) File the necessary applications for implementation of the proposed housing work element this fall.

(5) Work for the adoption and implementation of the County Land Use Plan by the Board of Commissioners;

NOW THEREFORE, BE IT RESOLVED by the Board of Commissioners, County of Jackson, Sylva, North Carolina, that this Land Use Analysis and Development Plan is endorsed, in principle, and accepted as a guide to future growth for the County of Jackson.

PASSED AND ADOPTED IN SPECIAL SESSION THIS THE 1st DAY OF July, 1977.

ATTEST:

Signed: _____
Bruce Wike, Chairman
JACKSON COUNTY BOARD OF COMMISSIONERS

Clerk to the Board

To Endorse the Housing Work Element for Jackson County as prepared by the Jackson County Planning Board.

WHEREAS, there is in Jackson County a need for safe, sanitary and decent housing for many citizens, and

WHEREAS, the Planning Board has surveyed and studied this need and prepared a housing element designed to help meet the identified need, and

WHEREAS, the Planning Board has recommended a program designed to meet approximately 10% of the total immediate need for housing,

NOW THEREFORE, the Board of County Commissioners hereby endorses this Housing Work Element and grants authority to move ahead with proper applications for implementation of the project to alleviate some of the County's need for housing of many types set forth in the document.

ENDORSED THIS 1st DAY OF July, 1977 at Sylva, N. C.

Signed: W. W. Fisher
Acting

Bruce Wike, Chairman
Jackson County Board of Commissioners

ATTEST:

Dan R. Deitz
Clerk to the Board

A RESOLUTION

Endorsement of the Housing Program for Jackson County.

At its regular meeting on April 26, 1977, the Jackson County Planning Board reviewed the proposed housing program for the County and upon motion, duly seconded, voted unanimously to recommend this program to the Jackson County Board of Commissioners.

APPROVED April 27, 1977 at Sylva, North Carolina.

Signed: _____

Woody R. Hampton, Chairman
Jackson County Planning Board

ATTEST:

Ned J. Tucker, County Planner

APPENDIX A ENVIRONMENTAL CONSIDERATIONS

Pursuant to the requirements and guidelines of the National Environmental Protection Act, the Council on Environmental Quality, the U. S. Department of Housing and Urban Development, and the State Environmental Policy Act, the following is a summary of environmental considerations regarding the recommendations in this housing study.

1. Abstract. The quality of the existing housing stock within Jackson County is examined and various factors which influence housing are related to the project and future housing needs. Recommendations are made which if implemented would improve living environment of the residents of the County.

2. Environmental Impact. The recommendations, if implemented, will have a favorable impact on the environment.

3. Adverse Environmental Effects. The recommendations, if implemented, will not create any adverse environmental impact.

4. Alternative. The alternative is to ignore the lack of an adequate quantity of standard housing to meet the needs of the residents of the County. This would lead to the continued decline of the housing in the County and all the adverse physical and social consequences which result from poor housing.

5. The Relationship Between Short Term Uses of Man's Environment and Maintenance of Long Term Productivity. These recommendations, if implemented, will serve to protect the environmental quality of the County. In addition, the illumination of the adverse effects resulting from poor housing will, over the long run, increase the productivity of man's environment.

6. Mitigation Measures to Minimize Impact. It is recommended that a housing code be strictly enforced only if suitable rehabilitation housing is made available. It is also recommended that any measures to improve the housing situation which are implemented should avoid imposing any hardship on those whom it is designed to help.

7. Irreversible Commitments of Resources. The recommendations contained in this report do not involve the commitment of resources.

8. Federal, State and Local Environmental Controls. All existing state and federal and county environmental controls currently being enforced will be applicable to the planning area.

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